H I S T O

DIRECTORATE OF PRISONERS OF WAR AND INTERNEES

1939 --- 1951

Volume 1

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REPORT ON

THE DIRECTORATE OF PRISONERS OF WAR AND INTERNEES

AT ARMY HEADQUARTERS

MELBOURNE

1939 - 1951

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PREFACE

1. The following report on the administration of prisoners of war and internees in Australia, during World War 11, has been prepared by direction of the Adjutant-General, Australian Military Forces, and is drawn up, as far as practicable, in a form suitable for the following purposes:-

(a) As a complete historical review as required by Staff Duties (Military History Section),

(b) As a basis for study by students of Staff Schools, and

(c) As a guide to those who may be concerned, during any future hostilities, with the administration of prisoners of war and/or internees.

2. It was apparent from the commencement of hostilities that lack of experience or precedent in the handling of prisoners of war and internees, and the absence of appropriate standing orders, would create many difficult problems of administration. Experience during the early stages of the war emphasised the utmost necessity for prior planning and the early determination of a firm policy on all major aspects of this problem. This would enable immediate implementation of an established plan without the necessity for repeated alterations and revision of instructions by which authority could to some extent be undermined.

3. It is most important to understand the basis of PW and internee administration in Australia during World War 11. Upon the recommendation of the Dept of the Army, the Commonwealth Government promulgated sets of National Security Regulations which actually interpreted and implemented the provisions of the Geneva Convention relative to PW, to which Convention the Commonwealth was a ratified signatory. This made the Convention the basis of administration and whilst it led to some degree of inflexibility, it had the immense advantage of fixing a definite uniform and sound policy. When at times, public and political agitation threatened some aspect of PW and internee administration, the defence was that action had been in accordance with National Security Regulations based on the Convention. With a few unimportant exceptions that defence was adequate and effective throughout the war. Without such defence, the administration and treatment of PW would inevitably have been subjected to most undesirable pressure from public and political opinion which fluctuated according to the fortune of war. Throughout the war the Directorate endeavored to conduct PW and internee administration with firmness, fairness and consistant observance of the principles adopted by the Commonwealth i.e. the provisions of the Geneva Convention.

4. Conditions under future conflicts will no doubt differ to some considerable extent from those existing during the period under review, and few, if any, prisoners or internees may be held owing to the nature of hostilities. It is felt, however, that the principles outlined in this report will not vary to any appreciable extent, and officers who may be charged with the onerous task of prisoners of war and internee administration should therefore benefit greatly by its existence.

5. In an effort to provide a useful documentary record, practical aspects of the problem have been included in addition to general policy matters. All Commands concerned in administration of prisoners of war and internees under the Director of Prisoners of War and Internees (DPW & I), were given the opportunity to submit detailed reports and much useful information obtained in this manner is incorporated in the report. Recommendations have been made by Group and Camp Commandants concerning the construction of prisoner of war and internment camps, and practical suggestions have been made for the guidance of officers who may be later concerned with the establishment and control of any such camps.

RESPONSIBILITIES AND ORGANISATION OF THE DIRECTORATE OF PRISONERS OF WAR AND INTERNEES.

1. The duties of the Directorate of Prisoners of War and Internees, Australian Military Forces, were divided into the following four main headings :-

(a) The custody and control of civilian internees detained in the Commonwealth under National Security Legislation and of those sent to Australia under arrangements with the United Kingdom and other Governments.

(b) The custody and control of enemy prisoners of war captured by the AMF and those held in the Commonwealth on behalf of the Governments of the United Kingdom and the United States of America.

(c) The protection of the welfare and interests of Australian prisoners of war held by the enemy, and the organisation of arrangements for their recovery.

(d) The tracing, apprehension and trial of minor war criminals.

2. In the early stages of the war, only a comparatively small number of local internees was held, and the main problems of administration were associated with the setting up of camps, the preparation of regulations and camp rules etc. to ensure proper treatment and discipline of internees, and the establishment of policy in respect of prisoners of war. Accordingly it was not found necessary to set up a separate Directorate until after the arrival of Italian prisoners of war from the Middle East, and in the meantime a DAAG (Later AAG), under the Director of Personal Services, was responsible for all "A" Branch matters relating to prisoners of war and internees.

3. It is imperative, at this stage, that the reader should clearly understand that the Director of Prisoners of War was not the only authority through whom directions were issued to Camp Commandants of PW & I Camps through Commands concerned. Instructions concerning the supply of clothing for PW & I, the issue of appropriate rations, the conduct of canteens, the movement of personnel, and matters of concern to other Directorates and/or Branches of Army Headquarters, were issued direct. In relation to such matters, DPW & I functioned as a consultant and advisor to ensure proper compliance with regulations which incorporated or interpreted the provisions of the Geneva Convention of 1929 relating to the treatment of prisoners of war. The purely Directorate functions were as set out in the following paragraphs.

PRISONERS OF WAR & CIVILIAN INTERNEES.

4. DPW & I was responsible for :-

(a) The general administration of National Security (Prisoners of War) Regulations and National Security (Internment Camps) Regulations and of Orders made thereunder.

(b) The co-ordination at Army Headquarters of all action relative to PW & I Camps.

(c) Liaison and communication with the United Kingdom Government and with the Department of External Affairs and other Commonwealth Departments concerned on matters of policy.

(d) Administrative arrangements for the employment of PW & I.

(e) Liaison with the War Office (DPW) Liaison Officer in Australia, in respect of Prisoners of War, and with the British Home Office Representative in Australia in respect of internees held on behalf of the United Kingdom.

(f) Correspondence on, and administrative action regarding, reports of the International Red Cross Delegate in Australia on his visits to PW & I Camps.

(g) The handling of complaints by Protecting Power Representatives appointed by enemy governments to protect the interests of their nationals.

(h) Administrative action concerning movements within the Commonwealth, transfers overseas, and repatriations of Prisoners of War (including disarmed personnel) and internees

(i) Administration of the Prisoners of War Information Bureau in Australia, established in accordance with Article 77 of the Geneva Convention of 1929.

(j) Handling of reports from Official Visitors to Internment Camps, who were appointed by the Minister for the Army to inspect and report upon conditions at Internment Camps, and of petitions by internees relative to their treatment.

(k) Arrangements for the organisation and operating of Mixed Medical Commissions in Australia.

AUSTRALIAN PRISONERS OF WAR HELD BY THE ENEMY.

5. As a result of experience in the United Kingdom during World War I, an early decision was made to include in the Directorate responsibilities that of the protection of the welfare and interests of Australian prisoners of war held by the enemy. It had been found that belligerent powers were at all times inclined, as a measure of retaliation, to impose on prisoners of war in their hands any stringent regulations which may have been imposed by the enemy on those in its custody. Accordingly, when framing regulations for the treatment of enemy prisoners of war, it was necessary at all times to consider how their enforcement might effect British or Allied prisoners of war, and the concentration of the two main branches of the work in the one Directorate was therefore desirable if not even essential. It is desired to report here that experience in World War II has borne out once again the utmost necessity for this procedure to be adopted. Infact, during World War II the interests of the large number of Australian prisoners of war held by the enemy became matters of high political and national interest. It followed that the administration of all policy matters relating to enemy prisoners of war held by us was conditioned by the strong desire to adhere to Prisoner of War Convention standards and thus minimise the possibility of providing the enemy with pretexts for retaliation against our own men.

6. In relation to Australian prisoners of war held by the enemy, DPW & I was responsible for :-

(a) Policy in relation to the application of the Geneva Convention to them.

(b) Examination of all reports on prisoners of war camps in enemy territory, including those from Protecting Power Representatives and the International Red Cross Delegates, in order to check observance by the enemy of the provisions of the Geneva Convention and of other express agreements between belligerents.

(c) Communications with the United Kingdom Authorities and with the Department of External Affairs on matters of administration and policy.

(d) Administrative arrangements in connection with the establishment of Reception Groups and Contact and Enquiry units to handle repatriations after hostilities ceased and to search for personnel unaccounted for.

(e) The investigations of claims by natives and others for compensation in respect of losses sustained when rendering assistance to Australian personnel.

(f) Administrative matters in connection with the return to Australia of Australian civilians who were interned by the Japanese.

WAR CRIMES.

7. Responsibility for conducting investigations into war crimes committed by the Japanese was vested in the Allied Forces who, subsequent to the Japanese capitulation, occupied areas previously held by the Japanese. It will be appreciated that the bulk of these investigations were most advantageously made in the areas where the alleged crimes were committed. DPW & I was responsible for the co-ordination of all action by the AMF to trace, apprehend and bring to trial alleged perpetrators of war crimes. The main functions of this section of the Directorate were as follows :-

(a) The collection and collation of evidence to assist prosecution of alleged war criminals.

(b) The establishment of a registry of suspects.

(c) The establishment of military courts for the trial of minor war criminals.

(d) Administrative action on court findings and sentences.

8. The complex subject of war crimes is dealt with fully in Part V of this report, and the above brief statement of the responsibilities of DPW & I is included merely to give the reader a general idea of the task before proceeding with the detailed record of Directorate activities. It is necessary later to explain fully the distinction between "major" and "minor" war crimes, to expressly state the division of responsibility in relation to these, and to give details of the various diverse duties under each of the four main functions of this section of the Directorate.

ORGANISATION WITHIN THE DIRECTORATE.

9. The Directorate of Prisoners of War and Internees at Army Headquarters, Melbourne, was organised on a basis which proved eminently satisfactory although in the early stages of the war it was found necessary to make many minor alterations to cope with changing circumstances and the resultant variation from time to time in the amount of work to be handled by each section. Similarly, after the end of hostilities considerable adjustment was necessary to cope with responsibilities relating to war crimes, vide para. 15.

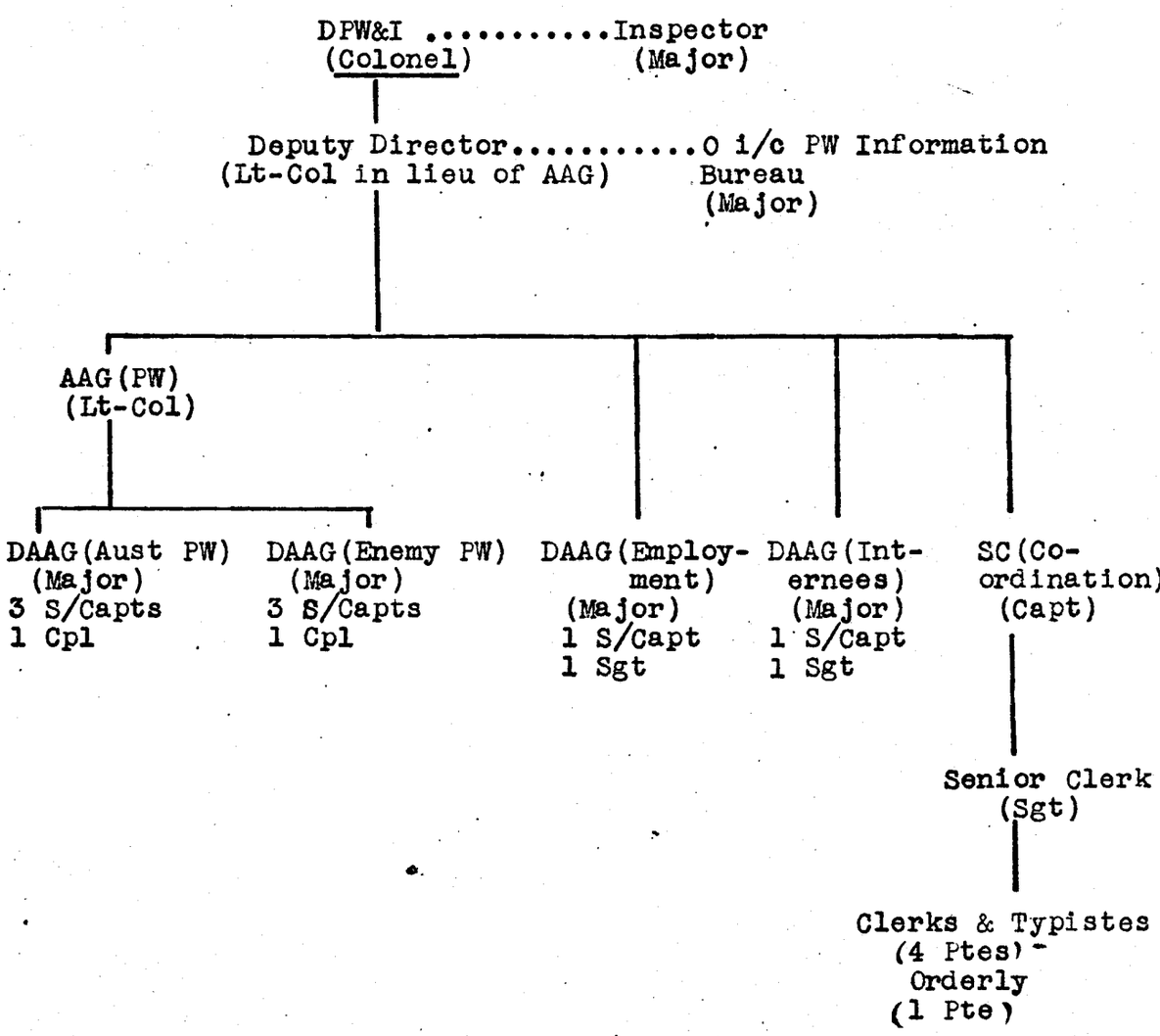
10. A small nucleus staff divided into two sections (A Prisoners of War Section and an Internees' Section) was able to function satisfactorally until July 1941 when it was considered necessary to set up a third section to handle all matters relating to Australian prisoners of war held by the enemy. In June 1942, a submission was made that the Directorate should be re-organised with two AAG's under DPW & I, one AAG (Prisoners of War) to administer two sections each under DAAG's and dealing with Australian prisoners of war and enemy prisoners of war respectively, and the other AAG(Internees) to administer

two sections under DAAG's and dealing with (a) the administration and custody of overseas and local internees in Australia, and (b) Co-ordination within the Directorate and the handling of reports from Official Visitors, Inspectors, International Red Cross Delegates and others. The inclusion of the latter DAAG under AAG internees was for convenience only; it was found later that an entirely separate co-ordination section was desirable and that the various reports mentioned could be more satisfactorily and expeditiously handled by individual sections to which they related.

11. On the commencement of large scale employment of prisoners of war and internees in Australia a further section was inaugurated to handle all matters relating to employment, and it was also recommended at this stage that the Inspector of PW & I Camps who had previously functioned independently of DPW & I, should be included in the war establishment for the Directorate.

12. Many minor changes were effected and an Acting Deputy Director was finally appointed in lieu of one AAG, it being considered at that stage, that a DAAG (Major) could adequately handle all matters relating to internees.

13. A final stable and fairly satisfactory war establishment was approved in August 1945 under which DPW & I organisation was :-


DPW&I (Colonel)
Inspector (Major)
Deputy Director (Lt-Col in lieu of AAG)
O i/c PW Information Bureau (Major)
AAG (PW) (Lt-Col)
DAAG (Aust PW) (Major) 3 S/Capts 1 Cpl
DAAG (Enemy PW) (Major) 3 S/Capts 1 Cpl
DAAG (Employment) (Major) 1 S/Capt 1 Sgt
DAAG (Internees) (Major) 1 S/Capt 1 Sgt
SC (Co-ordination) (Capt)
Senior Clerk (Sgt)
Clerks & Typistes (4 Ptes) - Orderly (1 Pte)

14. Experience has shown that it is most essential that a Deputy Director should be appointed in any Directorate of this nature to enable the Director to maintain close liaison with Government Departments concerned and other Army Branches. The Deputy Director should handle all semi-policy matters referred to him by sections and should refer to DPW & I only such matters as require important policy decisions. This aspect is recorded as it may at some stage be of assistance to those concerned in the setting up of a similar organisation.

15. It was not until after the cessation of hostilities that any necessity arose to organise a special section for the handling of war crimes and, in order to conserve manpower, it was then decided that the Directorate should operate with two AAG's (as previously provided under war establishment), one to administer prisoners of war and internees and the other war crimes. A substantial increase in staff was essential, however, to cope with the detailed work connected with war crimes and the Directorate operated with an organisation as set out on the following page. It will be noted that, as a result of the gradual repatriation of prisoners of war and internees it was practicable to amalgamate the sections dealing with enemy prisoners of war, and internees. The organisation shown was subjected to several minor amendments but was the sound basic organisation during the period of the investigation of war crimes. Comments are made in Part V of the report concerning the form of organisation considered suitable for the handling of war crimes matters.

16. Here again it is considered desirable to record that it would be of inestimable value to have some small section at least in any similar Directorate in the future, right from its inception, to handle war crimes. If practicable, an entirely separate Directorate would be a more satisfactory form of organisation. It is essential that early policy decisions on these matters be properly recorded and that preliminary action at least should be taken before hostilities cease, to place Commands in possession of policy and to inform them of necessary preliminary action to be taken in various circumstances.

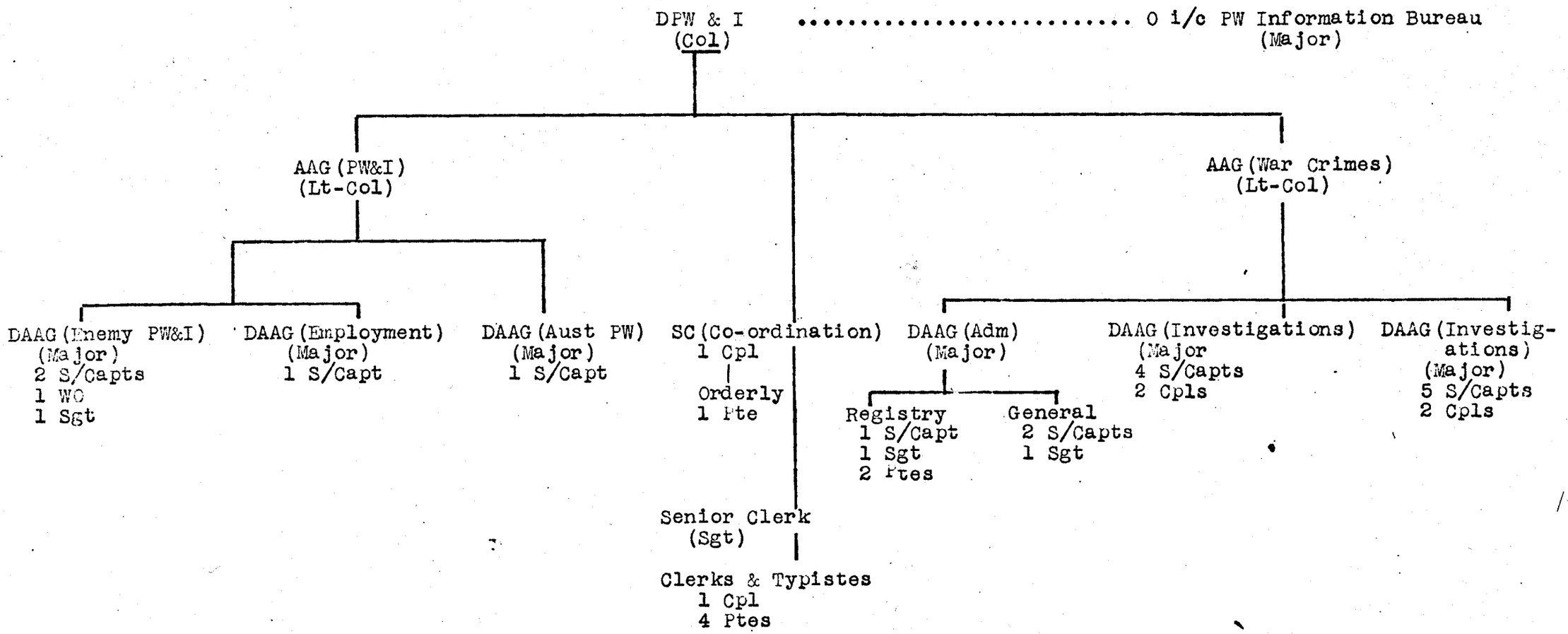
LINES OF COMMUNICATION.

17. Finally, before proceeding to the report proper, it is desired to state that all instructions for the administration of PW & I Camps were issued through normal channels by Army Headquarters to HQ Commands concerned who were responsible for administration within their Command area. These Headquarters in turn issued instructions to Group and Camp Commandants.

STANDING ORDERS.

18. While many important amendments to instructions issued are mentioned throughout the report the general policy has been adopted of using as a basis for each subject the instructions in force during the more important stages of administration. For this reason some minor amendments effected during the closing stages of administration have been omitted intentionally as they would tend to confuse the issue and would not serve any really useful purpose.

ORGANISATION OF PW & I DIRECTORATE IN 1946



Notes

(a) Inspector of camps was not required at this stage.

(b) Deputy Director deleted and replaced by one AAG.

PART I

ADMINISTRATION OF ENEMY INTERNEES

PART 1 - INTERNEES

CHAPTER 1

INTERNMENT POLICY

1. United Kingdom internment policy, as expressed immediately prior to the commencement of the war, stated that no general internment of enemy aliens was contemplated but that some measure of general internment might be inevitable at an early date, particularly in regard to Germans, and as a result of public opinion. The Secretary of State for Dominion Affairs, in a circular dated 5 Sep 39, issued a statement made by the Secretary of State for Home Departments, in which was expressed a desire to avoid treating as enemies those refugees who were friendly to the country which had offered them asylum. At the same time, attention was drawn to the necessity for care in sifting out any persons who, though claiming to be refugees, might not in fact be friendly to the country in which they resided. To supplement the information already available in the United Kingdom, an immediate review was arranged of all Germans and Austrians in the country to determine which persons could properly be left at large and which should be interned or subjected to other restrictions. In conducting this review, due regard was paid to the certainty that there would be an increasing demand for labour and services of all kinds and that use should be made of the help of friendly aliens in any directions in which their assistance might be advantageous to the country.

2. This policy was followed as closely as possible in the Commonwealth and an early basic principle was established that enemy aliens of military age, or any other persons suspected as being likely to act in a manner prejudicial to the public safety or the defence of the Commonwealth, or as being likely to cause disaffection, should be regarded as suitable subjects for internment on the outbreak of war. Known members of the N.S.D.A.P. were considered, under the circumstances existing before the outbreak of hostilities, to be subject to direct control of German authority and thus likely to be the instruments of any direct action prejudicial to the safety of the Commonwealth by way of espionage, sabotage, and the spreading of disaffection through propaganda. Persons closely associated with members of the N.S.D.A.P. were also considered to be in a similar category, as it was one of the basic methods of this party to work through non-members and thus avoid the direct operation of adverse laws of any country in which it was operating.

3. To implement this policy, District Commandants, in conjunction with the State Police and the Commonwealth Investigation Branch prepared lists of persons for control or internment. National Security Legislation provided varied powers of control over aliens or suspected persons, and District Commandants were directed to ensure that no person should be interned unless his being at large constituted a danger to public safety or the defence of the Commonwealth. To assist implementation, Commands were informed that the general policy with respect to internment, as contained in Commonwealth War Book, Chapter XII, should be interpreted as follows :-

(a) Internment was to be resorted to only when it was considered that other forms of control would not be adequate.

(b) There must be a reasonable case against an individual enemy alien before he was interned. Apart from evidence of activities, membership of an organisation such as N.S.D.A.P. or any of its offshoots, or allied organisations, or the Fascio or its offshoots, was to be considered as a prima facie ground for internment. In any border-line

cases the benefit of the doubt was to be given to national interests rather than the individual.

(c) With respect to persons generally classified as refugees it was to be borne in mind that it was the practice of the Germans (for example) to use relatives and property in Germany as a means of exerting pressure to serve Nazi ends, When considering the case of an enemy alien "refugee" that aspect was to be taken into consideration. It was specially desirable that no enemy alien admitted to the country as a refugee, or generally so regarded, should be interned unless he had been given an opportunity of stating his case. The onus was on him to show that he was not likely to be influenced by the possible consequences to his relatives in enemy territory and that he had thrown in his lot with the Commonwealth to such an extent that there was no prospect of his yielding to pressure by the enemy.

4. Until the outbreak of war the Commonwealth Investigation Branch had been responsible for internal security of the Commonwealth By arrangement, personnel of Military Intelligence (MI) assisted that Branch to collect and collate information concerning suspected persons. Army was therefore in a position to proceed, immediately on the commencement of hostilities, to co-ordinate the apprehension of those whose internment was considered necessary, and at this stage Army accepted responsibility for the administration of internment generally.

5. Until the end of May 1940, Germans only were interned in Australia under the above policy and on 31 May 40 a total of 268 Germans were held. With the defeat of France by Germany in June 1940 general internment of enemy aliens was effected in the United Kingdom, and the internment of potentially dangerous Italians in Australia was immediately effected as it was apparent that Italy would shortly enter the war.

6. At this stage the Commonwealth agreed to accept the transfer to Australia of up to 6000 internees and prisoners of war whose presence in Britain was regarded as a source of potential danger, on the condition that the internees would remain interned while in the Commonwealth and that in the event of their release being authorised in the country in which they were originally apprehended, they would not be permitted to remain in Australia but would be despatched overseas for that purpose.

7. With the entry of Italy into the war in July 1940, large scale internment of Italians commenced in Australia and approximately 1850 were held as internees by the end of that month. Internments were effected under a similar policy to that adopted in relation to Germans.

8. Before proceeding with the review of changes in internment policy it is considered desirable to set out here the legal authorities under which internments were effected, viz:-

(a) Enemy Aliens

Regulation 20 of National Security (Aliens Control) Regulations provided that if the Minister of State for Defence or the Attorney-General, or any person authorised by either of those Ministers to act under the regulation, is of opinion that it is necessary or expedient in the interests of public safety, the defence of the Commonwealth, or the efficient prosecution of the present war, to detain any enemy alien, he may make an order directing that the enemy alien be detained.

The regulation further provided that the enemy alien shall thereupon be detained in accordance with the regulations providing for the custody of, and maintenance of discipline among, persons so detained, made in pursuance of Section 13B of the Act, and for the time being in force, and that all constables and Commonwealth officers shall take such action as is necessary to give effect to the order.

(b) Other persons

Regulation 26 of National Security (General) Regulations provided, inter alia, that the Minister of State for Defence or the Attorney-General may, if satisfied with respect to any particular person, that with a view to preventing that person acting in any way prejudicial to the public safety or the defence of the Commonwealth it is necessary so to do, make an order directing that he be detained. This regulation also provided for his resultant detention in accordance with existing regulations and for the co-operation of constables and Commonwealth officers

9. Instructions were issued in July 1940 for the internment of enemy women aliens and those who were naturalised subjects of enemy origin, where such internment was considered essential but only after full investigation of the evidence and where it appeared that no other alternative form of restriction or control would provide adequate safeguards.

10. September 1940 saw the arrival of 2542 internees from the United Kingdom and 266 from the Straits Settlements. It was immediately apparent that among the former were a considerable number of refugees who had no sympathy with the enemy and who had been interned in England as a precautionary measure immediately following the collapse of France. Many made immediate applications for segregation and/or release. The difficult and involved problem of handling these internees is dealt with as fully as possible in this report.

11. The Commonwealth Investigation Branch was re-organized in March 1941 to take over the administration of internment and Army co-operated with that Branch until June 1942 when the Director-General of Security, under the Attorney-General's Department, accepted all responsibility for internments and releases. From that date Army became the custodian of internees, accepting for internment those persons whom DG Security ordered should be interned, and releasing from custody any that DG Security so ordered. The respective functions of DG Security and Army are set out in Part I Chapter 6.

12. Apart from the overseas internees referred to in paragraph 10 above, large numbers of Germans and Italians were sent to Australia from other countries under arrangement with the Commonwealth Government. Details of these are given in Part I Chapter 3 of the report.

13. Japanese internments commenced in December 1941, immediately following the entry of Japan into the war. War Cabinet had in June 1940 decided upon a definite policy to be followed in the event of war with Japan, as follows :-

(a) Internment of all Japanese males over 16 years within Australia and its territories, except those with diplomatic or consular privileges.

(b) Internment of all Japanese women until they could be transferred out of the country.

(c) The negotiation with Japan of an exchange of internees other than those required to be held for security reasons.

(d) Acceptance of Japanese internees from New Caledonia if so required by the Free French Movement, as well as those from Gilbert and Ellice Islands Colony, British Solomon Islands and New Hebrides.

14. Approximately 1100 Japanese civilians were interned in Australia by the end of January 1942 and 3160 Japanese were transferred from overseas for internment in Australia. Details are given in Chapter 3. of the report.

15. The only other internees received in Australia from overseas were 525 Indonesians evacuated from Dutch New Guinea in June 1943 under arrangements made with the N.E.I. Commission in Australia and concurred in by General MacArthur.

16. Security Service was disbanded in December 1945 and the Commonwealth Investigation Branch again took over responsibility for internal security of the Commonwealth, including the apprehension and release of internees.

17. It was the policy of the Commonwealth Government during World War II to refer for comment and recommendation by the Department of the Army, all proposals from Allied Governments that bodies of Internees be transferred for custody in Australia. Although the General Staff had the prior right to express the Army's view on security aspects, in actual practice each such proposal resolved itself into a question of whether suitable accommodation and guards could be provided. Invariably the Commonwealth Government was advised to inform the Allied Government concerned that the Commonwealth would accept certain persons for custody on behalf of the Allied Government at the latter's expense and on the express understanding that such persons would not be released in Australia. During late stages of the war the policy of releasing approved individuals in Australia was inaugurated ostensibly for manpower considerations.

18. Disposal of internees held by the Commonwealth is dealt with in Part I Chapter 23 relating to releases, repatriations and exchanges.

CHAPTER 2

TREATMENT AND ADMINISTRATION - INTERNEES

1. Early in 1940 the Swiss Legation in London advised that the German Government had accepted a proposal by the International Red Cross Committee that the belligerent Powers should make binding declarations, on the basis of reciprocity, that the provisions of the Prisoners of War Convention signed at Geneva in 1929 should be applied generally to internees. The Government of the United Kingdom had already indicated to the International Red Cross Committee that civilians of enemy nationality interned in the United Kingdom were, in principle, treated in accordance with the relevant Convention but that there must necessarily be some differences of detail in treatment; for example, civilian internees were not necessarily fed and clothed on the same scale as prisoners of war, they were not paid, and they could not be compelled to work.

2. In replying to the proposal put forward by the German Government, the Foreign Office stated that it appeared to His Majesty's Government that the matter presented greater practical difficulties than the International Red Cross Committee appreciated It was pointed out that the Convention was intended to govern the conditions of internment of men mainly in the younger age groups who had been captured in the field and that it would be often impossible, or undesirable, to attempt to apply the letter of the convention to men of varying ages and diverse conditions of life who are non-combatants and have taken no part in active warfare.

3. The International Red Cross Committee was further advised that even in its application to military prisoners of war it had been found that, as was almost inevitable, certain provisions of the Convention were not altogether acceptable or free from ambiguity. Differences of opinion had arisen already between His Majesty's Government and the German Government on such matters as pay, food, clothing, working pay and accident compensation, which were still under discussion. It was argued that if an attempt were made to apply, except on broad lines, the provisions of the Convention to the treatment of a class of persons in whose interest it had not originally been framed, it would be inevitable that further differences would be revealed, the solution of which would prove extremely difficult.

4. In these circumstances, His Majesty's Government indicated that while enemy aliens interned in the United Kingdom were being treated in principle in accordance with the provisions of the Convention, no further obligation in the form of a binding declaration could be accepted.

5. The Commonwealth Government concurred in the attitude adopted in the United Kingdom and steps were taken to ensure that all internees held were treated in accordance with the spirit of the Convention, vide appendix 1. The provisions of the Convention were accordingly incorporated or interpreted in National Security (Internment Camps) Regulations made under the National Security Act 1939-1940.

6. These regulations formed the whole basis of the administration of internees in the Commonwealth and should be made the subject of intensive study by students of the problem, or by officers who may at a later stage be concerned in the establishment and administration of internment camps. A copy of these regulations is attached to this report as Appendix 2.

7. It will be observed that the Adjutant-General received power under regulation 7 of these regulations to make Internment Camp Orders in relation to the management, inspection and internal economy of internment camps. Appropriate orders were made from time to time and all of these were later incorporated for convenience in Internment Camp Order No.10, vide Appendix 32.

8. From the start it was apparent that the views of the United Kingdom on the subject of the application of the Convention to civilian internees were sound in that problems constantly arose in respect of the extent to which particular provisions of the convention should be applied to civilians and the manner of application. Important and far-reaching decisions had to be made and the principle adopted was invariably to apply such provisions to the fullest extent practicable consistent with humanitarian considerations after taking into account the age and condition of the internees concerned.

9. It is not proposed to deal here with the many difficulties encountered as they can more readily be incorporated in the various chapters of this report, dealing with particular aspects of administration. It is desired, however, to emphasise that the reader should at all times during the reading of the report keep in mind the attitude adopted by the United Kingdom. By this means he will appreciate the reason for various decisions by Army which were supported, where necessary, by the Commonwealth Government.

10. The treatment of internees throughout the war and during the post-war period up to the time of the final closing of camps, was always the subject of interest and criticism by the public and the press, and often formed a basis for lively political argument. Various refugee organisations in Australia interested themselves in securing the release of internees and in assisting them by providing amenities and food parcels, etc., at the time of their repatriation. Official Visitors appointed to inspect and report on internment camps, Protecting Power Representatives and Red Cross organisations also took active interest in the welfare and interests of internees. It will be realised that the Director of Prisoners of War, who was charged with the responsibility of administering internees, was faced with a problem requiring firm handling and the use of utmost tact and diplomacy. The portions of this report dealing with detailed administration will show that these onerous duties were performed throughout with entire satisfaction.

11. Because Protecting Power Representatives, the Apostolic Delegate, the International Red Cross Delegate, and representatives of Philanthropic bodies such as the Red Cross and the YMCA all became aware that policy matters relating to internees were administratively handled by the Directorate, it became the accepted practice for such representatives to have direct contact with the Director. This opportunity for personal discussion of problems proved invaluable and greatly facilitated the work of all concerned. Whenever necessary, any discussions were made official by the transmission of confirmatory letters through appropriate channels.

CHAPTER 3

OVERSEAS INTERNEES - ACCEPTANCE BY COMMONWEALTH FOR CUSTODY IN AUSTRALIA

(A) INTERNEES FROM THE UNITED KINGDOM.

1. In June 1940, the High Commissioner for the United Kingdom received at Canberra a telegram from His Majesty's Government in the United Kingdom stating that the question of the custody of German and Italian internees in the United Kingdom had been under consideration and that the retention there of the large number of dangerous or potentially dangerous persons involved would impose a serious burden on the authorities responsible for their custody, as well as immobilise a considerable number of personnel guarding them. The telegram further stated that in the event of a serious attack on the United Kingdom there would be a danger that the internees, if given the opportunity, might assist the enemy, and the personnel required as a safeguard against such a contingency could better be employed for other more essential purposes.

2. As the military authorities in the United Kingdom had informed the government that internment on islands in close proximity to Great Britain was open to serious objection from the point of view of national security, the considered opinion of the government was that it would be far better if internment could be effected in some more distant area. The High Commissioner for the United Kingdom in Australia was therefore asked to ascertain whether, in the circumstances, His Majesty's Government in the Commonwealth of Australia would be prepared to accept German and Italian internees and arrange for their detention, and if so, the maximum number which could be accepted on the condition that all expenditure on account of transport and maintenance would be borne by the United Kingdom Government.

3. The Military Board in Australia gave urgent consideration to this request and recommended to War Cabinet that the United Kingdom authorities be informed that the Commonwealth Government agreed to accept a total of 6000 (including internees and prisoners of war) from Great Britain. War Cabinet concurred in the recommendation and a cable was despatched early in July 1940 advising acceptance of the proposal and requesting details of nationalities and sexes of internees and the probable date of despatch from the United Kingdom.

4. Only one shipment of internees was received in Australia under this arrangement; comprising 2542 males (2342 Germans and 200 Italians). These internees were transferred on the "Dunera" which departed from England on 10 Jul 40 and arrived in Australia on 27 Aug 40. At the request of the United Kingdom Authorities, 13 German internees were re-embarked on the Dunera for return to England.

5. An officer of the Directorate of Prisoners of War and Internees was sent to Fremantle, Western Command, to board the Dunera on arrival and to prepare appropriate detention orders under National Security Regulations. This officer reported that all internees were enemy aliens and that he was, therefore preparing detention orders under Regulation 20 National Security (Aliens Control) Regulations. It was not until a later date that advice was received from the United Kingdom that a small number were actually British subjects. On receipt of this advice detention orders under Regulation 26 of National Security (General) Regulations were signed in respect of those concerned.

6. Early reports on this shipment indicated that embarkation in England had been effected under trying conditions; speed was essential owing to the collapse of France and it had been impracticable to give adequate attention to questions of accommodation and conditions on the vessel. As a result the internees suffered a most uncomfortable trip. They were twice fired on with torpedoes but both missed their target. To illustrate the speed with which shipment was effected it is reported that officers and men allotted to the vessel for escort duties were given only two hours notice and in many instances their wives did not know of their departure. Baggage of the internees, estimated at 20 tons, was not properly recorded or labelled and some of it contained perishable food-stuffs smuggled on board. No basic documents were supplied in respect of the internees and some considerable time was required, after their arrival at internment camps in Australia, to document them.

7. Disembarkations were effected as follows :-

At	Melbourne	345 Germans and 200 Italians, including 26 sick.
"	Sydney	1997 Germans, including 56 sick.

Internees disembarked at Melbourne were transferred to Tatura Internment Camps and those disembarked at Sydney, to Hay.

8. The types of internees included in the "Dunera" shipment were many and varied for reasons set out hereunder:-

(a) Internment in the United Kingdom had been effected under most difficult and trying circumstances.

(b) There was no opportunity, prior to their shipment, to sift and consider fully the information available on individual cases.

(c) Many had been interned merely as a precautionary measure and some had good grounds for hating the Nazi system.

9. Tribunals set up in the United Kingdom had, however, roughly classified Germans into Categories 'A','B' and 'C'. 'A' Category included those considered hostile or whose conduct or character had been such as to make it undesirable to allow them to remain at large. 251 of these internees were included in the 'Dunera' shipment and were segregated at Tatura Internment Camp No.1 Class 'B' included those whom the Tribunal considered sufficiently reliable to be allowed their liberty, subject to certain minor restrictions, (prior to the collapse of France), and Class 'C', those who could be definitely regarded as friendly and reliable. Conditions of emergency caused the general internment and the government made it clear that, except in the case of 'A' Category internees, internment of itself did not imply any moral stigma on the individual. Classifications into the various categories had not been entirely satisfactory as the standards adopted by Tribunals had varied considerably and there was generally a tendency to make free use of the intermediate 'B' Category.

10. When accepting the internees for custody, the Commonwealth Government had made it clear that none would be released in Australia, but that they would remain interned here until returned to the United Kingdom for release or for any other purpose. However, the United Kingdom Authorities, in a "memorandum for the information of the Australian Government"

regarding these persons, expressed the hope that the classification of internees would be undertaken here and that a system of less rigid custodial treatment to genuine refugees from Nazi oppression and others not falling within the potentially dangerous class, would be applied. The Commonwealth Government then emphasised its intention not to release any internees in Australia and that the non-interned wives and families of the internees already here could not be accepted.

11. Further representations were received that these wives and families should be permitted to come to Australia on the condition that they agree in writing to voluntary internment on arrival. War Cabinet was informed that Army did not consider it desirable to accept these persons as they could not be held for security reasons and if British subjects or refugees they could appeal or agitate for release immediately after arrival in Australia. There would then be no valid legal reason for their detention and they would no doubt constitute a source of political embarrassment as they did in the United Kingdom. War Cabinet agreed with the views of Army but decided that in view of the embarrassment already caused to the United Kingdom Government, the Commonwealth would agree to accept the persons concerned, at the same time requesting that only those persons be embarked for internment in Australia who would, by their retention in the United Kingdom, be the cause of embarrassment there.

12. Lack of shipping and other important considerations ultimately led the United Kingdom Authorities to abandon the proposal, and at this stage a Home Office representative (Major J.D.Layton - later Lt-Col) was sent to Australia to liaise with Army and other Commonwealth Departments concerned in regard to emigration of United Kingdom internees, their enlistment in the Pioneer Corps of the British Army and other allied matters.

13. These internees presented a difficult problem at all times, as will be observed during the reading of the report, but it is certain that their acceptance by the Commonwealth during Great Britain's greatest danger was a service of very definite value to that country. However it is appropriate to point out that the transfer of persons who are a thorny problem politically e.g. Jewish refugees of unknown antecedents is always likely to end up as an embarrassing political and administrative problem to the Power accepting them for custody. When the security risk has abated, it is so very easy for the original Interning Power to say to the Detaining Power that the latter has full freedom to release such persons at its discretion. This type of situation is well worth bearing in mind should the Army ever again have to advise the Government on transfers of internees from abroad.

13(a) For future benefit, it is accorded that apart from inter-Governmental arrangements for transfer and custody of internees it is essential that on an administrative level as between both the Governments and the service authorities concerned there should be the clearest possible arrangements for documentation and security of personal possessions and baggage during transfer. Claims made by internees for real and imagined losses of their personal possessions during all stages of their movements were astounding, both in volume and amount. Dealing with such claims occupied a tremendous amount of time, caused widespread friction and resentment and probably considerable wastage of public funds in settling claims on a sympathetic basis.

(B) INTERNEES FROM THE STRAITS SETTLEMENTS.

14. About the same time as the request was made for the despatch of internees to Australia from the United Kingdom, the Straits Settlements Authorities made representations for the transfer to Australia of a small number of interned aliens. These persons were not considered to be dangerous enemies, and

it was stated that if it were not for the special circumstances obtaining in the Straits Settlements it was probable that the majority would not have been interned. Chief among the reasons actuating their internment was the fact that the islands of Singapore and Penang were fortresses in which presence of persons of enemy nationality, however harmless they might appear, was regarded as incompatible with security. It was also considered that the tropical climate of Malaya was unsuitable for the prolonged confinement of Europeans.

15. The Commonwealth agreed to accept these internees (families) under the same conditions as applied to United Kingdom internees and at the expense of the Straits Settlements Government. A total of 266 internees was received on the "Queen Mary" on 25 Sept 40, made up as follows :-

	German	Italian	Non-Enemy	Total
Adult males	109	26	4	139
" females	78	11	3	92
Children	28	7	-	35
	215	44	7	266

16. Detention orders were signed under Regulation 20 of National Security (Aliens Control) Regulations for all enemy aliens and under Regulation 26 of National Security (General) Regulations for non-enemy aliens.

17. The internees were apparently not searched prior to embarkation at Singapore and large amounts of money and valuables had to be removed from their possession on arrival in Australia. They also brought with them large quantities of baggage and personal effects, the total being estimated at 150 tons.

18. All were accommodated at Tatura Internment Group Victoria, where specially partitioned huts were made available for use by families.

19. The Home Office's Representative in Australia held authority to represent the United Kingdom Authorities in respect of Straits Settlements internees in view of the fall of Singapore, and the problems associated with these internees were somewhat similar to those experienced in relation to internees from the United Kingdom. The party consisted of mixed types some of them being potentially dangerous and others refugee types.

20. A further shipment of 4 adult males (Italian) and two children arrived in Australia on the M.V. "Boissevain" in February 41 making the total number of internees received from the Straits Settlements 272.

(C) INTERNEES FROM PALESTINE

21. The Government of Palestine approached the United Kindom Government in September 1940 asking whether it would be possible for some 2,900 enemy aliens interned in Palestine (where the accommodation problem was acute) to be transferred to one of the Dominions. In referring this request to the Commonwealth Government, the Secretary of State for Dominion Affairs stated that in addition to the 2542 internees already sent to Australia from the United Kingdom, the only projected transfer of civilian internees from that country was a further 800 persons but that it may also be necessary to transfer captured airmen (then numbering 600, and increasing) to Australia. As the Commonwealth had agreed to accept up to 6000 internees and prisoners of war, the United Kingdom authorities expressed a desire that the Palestinian Government should be assisted if at all possible, but that any such transfer should not adversely affect the acceptance of further civilians from Great Britain.

22. War Cabinet gave urgent consideration to the request and approved of the acceptance of a further 800 civilian internees and up to 1000 airmen (prisoners of war) from the United Kingdom and a further 1658 civilian German and Italian internees, preferably males, from the United Kingdom or Palestine, to bring the total to 6000. Under this approval similar conditions were made to those applicable to other overseas internees held on behalf of the United Kingdom.

23. In November 1940, advice was received from the British High Commissioner in Palestine that the necessary arrangements for transfer of internees from that country would have to be temporarily deferred as the authorities had on their hands large batches of illegal immigrants who must necessarily be disposed of without delay.

24. Further advices in February, 1941 indicated that it was proposed to transfer to Australia only the more extreme Nazi and Fascist elements who were potentially most dangerous to security should the war approach closer to Palestine, the number being estimated not to exceed 850, including women and children. This proposal was accepted and 834 internees were disembarked from H.M.T. "Queen Elizabeth" on 23 Aug 41. Officers from Army Headquarters boarded the vessel at Fremantle and prepared detention orders under National Security (General) Regulations, as well as basic documents in respect of each internee.

25. The party was composed as follows :-

		Males	Females	Total
Germans	(a) Married	150	150	300
	(b) Children under 16	139	105	244
	(c) Others	84	36	120
Italians	(d) Married	31	31	62
	(e) Children under 16	20	18	38
	(f) Others	67	3	70
		491	343	834

Health of the internees was average and clothing good. Approximately 100 tons of baggage belonging to the internees was unloaded.

26. These internees were accommodated at the Tatura Internment Group, Victoria, only 3 being retained temporarily in hospital due to sickness. They were classified by the Palestinian Authorities into two main groups, viz, those known to be particularly active enemies and others who required some restriction for security reasons. Short summaries of information concerning each individual were received, but it was found necessary to treat all the internees as pro-Nazi and pro-Fascist during the early stages of hostilities, as active agitators among them whipped up sentiment in favour of the enemy.

27. By arrangement, all correspondence regarding the internees was conducted direct between Jerusalem and Australia insofar as matters of routine were concerned. Correspondence on matters of policy was addressed to the United Kingdom.

28. No further transfers of internees were effected from Palestine, and it will be observed from section (A) of this Chapter that the proposed transfers from the United Kingdom mentioned in paragraph 22 were not effected.

(D) INTERNEES FROM IRAN.

29. The War Office, London, suggested to the Army authorities in Iran in August 1941 that arrangements should be made for the transfer to Australia of Germans "captured" in Iran, and later advices from C-in-C India intimated that men, women and children were involved in the proposed transfer and that the total number involved was approximately 1000.

30. It was realised that the removal of these internees from Iran would be regarded by C-in-C India as of major importance and that their internment in India would doubtless be regarded as undesirable owing particularly to the necessity for them to be guarded by white troops. Accommodation for them could be provided in Australia without the construction of a new camp but extensions and alterations to existing camps were necessary to provide them with satisfactory living quarters.

31.. The Commonwealth Government agreed, in the circumstances, to accept the proposed shipment of approximately 1000 mixed sexes on the same conditions as applied to previous shipments of internees held in Australia on behalf of the United Kingdom and with the expressed understandings that none would be released in Australia, and that all would be shipped from Australia after the cessation of hostilities. The United Kingdom authorities were informed that these persons would be held in Australia as internees under National Security Regulations but that on any important policy matters affecting them, the United Kingdom Government would be consulted as there was no British Administration in Iran responsible for the internees.

32. 494 internees were disembarked from ss "Rangatiki" at Adelaide on 19 Nov 41, the shipment being made up as follows :-

Unattached males		478
Family groups :-		
Males	6	
Females	6	
Children	4	16
	Total	494

The unattached males were transferred to the Loveday Internment Group, South Australia and the remainder to Tatura Internment Group, Victoria. 16 internees were ill on arrival.

33. Detention orders were prepared under Regulation 20 of National Security (Aliens' Control) Regulations as all internees were of German nationality.

34. No dossiers were sent with the internees, and little was known at this stage concerning the types of internees in the group received. It was later established that the internees had been apprehended in a general round-up of Germans in Iran, without a great deal of regard to their past records. However, among them were many trained Nazi agents and it was considered desirable for security reasons that these and the others who had been exposed to their influence should as far as possible be kept from contact with internees familiar with Australian conditions.

35. A difficult problem arose in respect of large sums of money taken from these internees in Iran, and certain losses of personal belongings occurred during their voyage to Australia. These two matters are dealt with in Chapter 15 of Part I of the report (paragraph 16).

(E) INTERNEES FROM THE MIDDLE EAST.

36. 18 German male civilian internees taken in Persia were transferred to Australia from the Middle East in December 1941 on the same financial and other conditions as applicable to the various groups of overseas internees held on behalf of the United Kingdom. These were embarked with a number of German and Italian prisoners of war sent to Australia under the general scheme for the acceptance of prisoners of war. The vessel used for the purpose was the "Queen Elizabeth."

37. The internees, whose health was good, were transferred on arrival to the Internment Group at Loveday, South Australia. Detention Orders under Regulation 26 of National Security(General Regulations authorised their internment in Australia.

38. As these men were considered to be pro Nazi in sentiment, their release from internment in Australia was not given consideration until towards the end of 1944 when changed conditions made it practicable to relax rigid security control of internees with good camp records.

(F) INTERNEES EX FOREIGN LEGION.

39. In August 1941 a small number of German deserters from the Foreign Legion in Indo-China arrived in Singapore as volunteers for the Free French Forces and were believed to have been told to volunteer by the German Military Attache at Bangkok, and to then act as German Agents. As it was impossible for the Authorities in Singapore to decide which were genuine volunteers, they were all taken into custody and a request was made that they be accepted in Australia for internment. The anticipated number was not to exceed 20.

40. Acceptance of the proposal was cabled to Singapore early in September and the persons concerned (12 in number) were embarked without warning on the ss "Rangatiki" which was bringing internees from Palestine to Australia in November 1941. They were detained in Australia under National Security (General) Regulations and held at Tatura Internment Group, Tatura.

(G) INTERNEES FROM NEW GUINEA (INDONESIANS)

41. A proposal concurred in by General MacArthur was submitted by the Chief Commissioner of the Netherlands Indies Commission in Australia, to the Commonwealth Government, requesting that consideration be given to acceptance for internment in Australia of two groups of internees from Dutch New Guinea, viz :-

(a) 21 men (criminal types) with one woman and 4 children, and

(b) Approximately 250 men, 53 women and 126 children.

42. The Dutch authorities anticipated evacuating these internees in several parties and suggested their concentration on Thursday Island pending transfer to the mainland. It was indicated that group (b) would require sub-division and segregation as a number of them were willing to work and co-operate whereas others refused to work.

43. The internees were mainly Javanese who had been detained under conditions of restricted movement in Dutch New Guinea over a long period of years. They were generally communistic in outlook and their presence in New Guinea was considered undesirable, as in Japanese hands they could be used for Fifth Column work and also to broadcast etc. to the native population of Java concerning their treatment as exiles from Java.

44. On acceptance of the proposal by the Commonwealth, subject to clarification of financial aspects, it was ascertained that the Dutch Authorities were unable to implement their earlier suggestion that they might evacuate the party to Thursday Island in Dutch vessels, and that they desired the Commonwealth to assume full responsibility for the evacuation. This presented some difficulty as the internees were held at Tanah Merah on the Digoel River, about 250 miles from Merauke and the only method of access was by river which was navigable for vessels not exceeding 600 tons. It is noted that one factor not adequately considered at the time was the medical condition of these persons. They were riddled with tropical diseases and were physically unsuited for living outside a tropical area.

45. The Department of the Navy was requested to arrange urgent movement of the internees and escort provided by HQ First Aust Army, but found it impracticable to effect the transfer from Tanah Merah, and the Dutch authorities then arranged movement by air of the internees to Thursday Island to enable their onward movement in one party.

46. Arrangements were made for an officer to complete detention orders under National Security (General) Regulations, at Thursday Island.

47. Shipments from Thursday Island completed the transfer of these internees in June 1943, the total number evacuated being 525 made up as follows :-

	Male	Female	Total
Adults	317	69	386
Children 6/16 years	40	43	83
Children under 5 years	30	26	56
	387	138	525

(H) INTERNEES FROM NEW CALEDONIA

48. Internees received in Australia from New Caledonia were divided into three main groups; viz, Vichy French, Japanese and others. These groups will be dealt with separately.

(i) Vichy French

49. In May 1942, advice was received through the High Commissioner for the United Kingdom that the Free French Authorities were anxious to send to French Equatorial Africa 10 (later changed to 11) Vichy French adherents who they considered constituted a serious danger to the security and defence of New Caledonia. This action was contemplated in order to prevent the release of the internees in the event of a Japanese attack on New Caledonia, and to make possible their use as hostages should any official adherents of the Movement fall into enemy hands. The Free French Authorities accordingly asked whether the Commonwealth Authorities would be prepared to permit transit of the internees through Australia.

50. Acceptance of this proposal was conveyed to New Caledonia with the proviso that any internees received should not be at liberty while in Australia. It was considered that their internment was necessary to ensure that they would proceed on their journey when necessary transport became available and to prevent them from making undesirable contacts while in Australia.

51. As arrangements for their internment in Australia were made by the Commonwealth for security reasons, the costs of maintenance were to be a Commonwealth responsibility.

52. Under these arrangements, 8(eight) male internees arrived at Newcastle on s.s. "Cap Tarifa" on 20 May 42 and were interned at Liverpool, NSW. Detention orders, under Regulation 26 of National Security (General)Regulations, were prepared.

53. Later advices stated that a further 11 males with their wives and children would be sent to Australia, but no transfer was effected.

(ii) Japanese

54. Advice was received in Dec 41, from the British Consul at Noumea, that the New Caledonian Authorities had taken all necessary measures to intern all male Japanese nationals. The Commonwealth Government had agreed in June 1940 (vide paragraph 13 of Chapter 1) to accept all internees from these Islands.

55. Following on specific requests, the Commonwealth agreed to accept four shipments of Japanese internees from New Caledonia and parties reached Australia as under :-

Date	Vessel	Details of Internees			
		Males	Females	Children	Tota
22 Dec 41	ss. "Cap les Palmes"	280	17	39	33
23 Jan 42	"	296	3	11	31
26 Feb 42	"	233	5	19	25
3 Jun 42	ss. "Cremer"	208	4	9	22
		1017	29	78	112

56. Detention orders under Regulation 20 of National Security (Aliens Control) Regulations were completed and the internees were dispersed as follows :-

Family groups	-	116 to Tatura, Victoria.	
Unattached males	-	1008 to Hay, N.S.W.,	766
		" Loveday, S.A.,	242
		1124	

(iii) Other Internees

57. With the above shipment from New Caledonia the NEI Authorities sent to Australia 1 German, 5 Italians and 1 Czech, all of whom had been interned in New Caledonia. These were held in Australia under appropriate National Security legislation pending disposal.

(I) INTERNEES FROM THE NEW HEBRIDES.

58. In a communication dated 9 Dec 40 addressed to the Prime Minister of Australia, the High Commissioner for the Western Pacific at Suva, Fiji, enquired whether, in the event of the outbreak of hostilities with Japan, the Commonwealth Government would be prepared to arrange for the reception and detention in internment camps in Australia of Japanese resident in the Gilbert and Ellice Islands Colony, British Solomon Islands Protectorate, and the New Hebrides. The total number was stated to be approximately 35.

59. War Cabinet agreed to the proposal as it was considered desirable that in the event of hostilities with Japan these Japanese nationals should be moved as expeditiously as possible from the islands concerned.

60. The British Resident Commissioner in the New Hebrides advised in December 1940 that 33 internees would shortly be ready for transfer to Australia. He was unable, due to extreme shortage of personnel, to supply the necessary escort and 1 officer and 10 ORs were therefore sent from Australia to accept custody of the internees.

61. 34 male Japanese internees were disembarked at Sydney on s.s. "Morinda" in January 1942 and were moved to Camp No.6 at Hay, New South Wales. Necessary detention orders were signed under Regulation 20 of National Security (Aliens Control) Regulations, on arrival of the internees at Sydney.

(J) INTERNEES FROM THE NETHERLANDS EAST INDIES.

62. The Secretary of State for Dominion Affairs, London, made tentative enquiries of the Commonwealth in December 1941 concerning the possibility of acceptance for custody in Australia of about 400 of the most dangerous Germans who were confined in a camp in North Sumatra. It was feared that the German Government would bring pressure to bear on the Netherlands Government, by threats of reprisals in Holland, to have these internees released, and as tropical colonies were considered unsuitable, their transfer to Australia would be desirable should the Far East situation deteriorate.

63. This request was later broadened to cover 4000 German and Japanese internees and War Cabinet concurred subject to acceptance by the Netherlands Government of responsibility for transfer and for all costs of erecting necessary accommodation, maintenance of guards and all incidental expenditure incurred by the Commonwealth.

64. Germans included in the figures quoted were eventually transferred to India and the following shipments of Japanese internees reached Australia :-

	Men	Women	Children	Total
1st Shipment (Jan 42) s.s. "Cremer"	1266	200	322	1788
2nd Shipment (Feb 42) s.s. "Heemskirk"	100	51	10	161
	1366	251	332	1949

Family groups among these internees were transferred to Tatura Internment Group, where Camp No.4 was set aside for Japanese only, and the remainder to Loveday Internment Group in South Australia. Detention orders were prepared on arrival at the port of disembarkation, under Regulation 26 of National Security (General) Regulations.

65. 17 Japanese were ill on arrival, one having chicken-pox and appropriate arrangements were made for their treatment in Adelaide until they were able to proceed to the appropriate camps.

(K) INTERNEES FROM THE SOLOMON ISLANDS.

66. Under the arrangements referred in paragraph 13 of Chapter 1, three male Japanese internees were sent to Australia from the Solomon Islands, on s.s. "Morinda" which arrived in Sydney on 17 Feb 42. These internees were detained under National Security (Aliens Control) Regulations and were transferred to No.6 Internment Camp Hay, New South Wales.

67. In October 1942, without warning, one native of the Solomon Islands, with his wife and 3 children, was disembarked at Sydney. Navy requested their internment which was effected and the internees were transferred to Tatura Internment Group, Victoria, after one of the children had recovered from a contagious disease.

(L) INTERNEES FROM NEW ZEALAND.

68. General negotiations for the exchange of nationals were proceeding early in 1943 between the Japanese and British Governments, and advice was received about July of that year that the Japanese Government had requested the priority repatriation of approximately 30 Japanese and Thai nationals held in New Zealand.

69. It was decided that all Japanese and Thais held in New Zealand as internees should be transferred to Australia and that those not already named for priority repatriation (about 32) should then be held in custody pending a later exchange. Movement of priority cases by air was arranged in order to meet the exchange

vessel in Australia and the first party of 10 men, 5 women and 10 children left by Liberator on 2 Aug 43. This aircraft crashed in flames immediately after take-off and 11 internees were killed and 14 injured, one of whom died later.

70. In view of a hold up in negotiations for the exchange (See Chapter 23.) the remaining internees were not moved to Australia until Nov 43 when the vessel "WAHINE" was used for a "safe-conduct" voyage under arrangements with the Japanese. The total party transferred numbered 50, comprising 39 males 4 females and 7 children. One of the women was sent to a Mental Institution on arrival.

71. The remaining internees were sent to Tatura Internment Group, Tatura, pending repatriation.

(M) SUMMARY.

72. To summarise, the following internees were received in Australia from overseas, for internment.

Nationalities

Internees from	German	Italian	Japanese	Sundry	Total
United Kingdom	2342	200	-	-	2542
Straits Settlements	222	50	-	-	272
Palestine	664	170	-	-	834
Iran	494	-	-	-	494
Middle East	18	-	-	-	18
Singapore (Foreign Legionnaires)	12	-	-	-	12
New Guinea	-	-	-	~~533~~ 525	~~533~~
New Caledonia	1	5	1124	9	1139
New Hebrides	-	-	34	-	34
N.E.I.	-	-	1949	-	1949
Solomon Islands	-	-	3	5	8
New Zealand	-	-	50	-	50
	3753	425	3160	~~547~~ 539	~~7885~~ 7877

NOTE: The nationalities shown are those recorded on the basic documents of the internees. Some of them claimed other nationalities.

CHAPTER 4.

NATIONAL SECURITY (INTERNMENT CAMPS) REGULATIONS AND INTERNMENT CAMP ORDERS

1. National Security (Internment Camps) Regulations were administered by the Minister of State for the Army. They were first gazetted in 1940 but were repealed in 1941 and replaced by a substantially firm set of regulations which were subject to only minor amendments during hostilities.

2. These regulations formed the whole basis of internee administration in Australia. They were most carefully drafted to incorporate, as far as practicable, the provisions of the Geneva Convention of 1929 which was applied to internees in accordance with the policy of the United Kingdom. The Army Legal Service rendered invaluable assistance to the Directorate in the problem of drafting and arranging amendments found necessary from time to time.

3. As previously stated, the student of P.W.&I Administration will need to refer assiduously to the regulations (see Appendix 2 during the reading of this report in order to appreciate the reasons for policy decisions and to gain a useful knowledge of the general basis of administration.

4. It will be observed that action was taken to incorporate in these regulations provisions concerning matters peculiarly applicable to Australia, such as official Visitors to Internment Camps (Reg 9); Canteens (Regs 20 and 21) and the like. Care had to be taken also to avoid conflict with existing Commonwealth legislation on matters such as mails, property of aliens etc. The reader will appreciate that the work involved in the drafting of regulations and amendments required the constant care and attention of the Directorate and the guidance of the Legal Services.

5. Under the regulations, the Adjutant-General was empowered to make such orders as he thought fit in relation to the management, inspection and internal economy of internment camps (Reg 7). Various orders were made from time to time under this authority and were contained in Camp Orders Nos 1 to 9 which were all revoked in 1943 and replaced by Camp Order No.10 (see Appendix 32).

6. In addition to the Regulations and Camp Orders, Camp Commandants of Internment Camps in Australia were authorised to issue such local rules as considered necessary. These covered such matters as roll calls, discipline, internal fire precautions, cleanliness of huts etc. Copies of these rules were furnished to Army Headquarters for the Director of Prisoners of War. It is not proposed to deal with these orders in detail or to attach copies to this report as they dealt purely with matters of camp routine and a model set of rules would be of little use to the reader.

7. It may be of interest to mention here one or two of the more important amendments to Regulations found necessary through experience in administration of internees during the war. These are :-

(a) Regulation 3A

This regulation was inserted following upon representations by the Home Office Representative in Australia. This officer made strong representations for concessions to be made to

United Kingdom internees who were not classified as dangerous, and action was then taken to classify this group of internees in accordance with advices received from the Home Office. ~~These concessions are more fully dealt with in Chapter ---- (Segregation).~~

(b) Regulation 25A

Although careful instructions concerning care of property were included in all directions for the movement of internees to and from camps, it was inevitable that some losses should occur, and under regulation 25, as originally drafted, no provision was made for limitation of claims submitted by internees in respect of such losses. While there was no desire by Army to evade liability due to any wrongful act on the part of its agents or servants, it was considered essential to institute more effective control over internees' baggage. Experience proved that, on losses occurring, exaggerated claims were made by internees and under the regulations as originally drafted there was no opportunity to rebut the values claimed, neither was there any evidence that articles alleged missing were ever, in fact, in the possession of internees concerned. An example of this nature was a claim by an internee for £20,000 for stamps which he alleged were in a cabin trunk lost during transit between two camps. The new regulation, while not completely satisfactory, acted as a definite deterrent to lodgment of exaggerated claims, and was therefore of considerable value.

(c) Regulation 40B

The use of arms to prevent escapes was not expressly given by the existing regulations and after consultation with the Legal Services it was deemed essential to include this sub-regulation to expressly confer such power.

(d) Regulation 41A

This regulation was promulgated to ensure that money improperly held by internees could be properly dealt with. The absence of this provision had been found unsatisfactory as different procedures were being adopted by the various Camp Commandants.

(e) Regulation 42(7)

To give complete control over the monies referred to above, provision was made here for the freezing of such funds in the event of the internee admitting his guilt or being proved guilty of an offence.

8. The Regulations and Camp Orders, as finally amended and included with this report as Appendices, ~~and~~ were found to be most adequate for local needs in Australia and should form an excellent basis for the promulgation of any similar regulations or orders required in the future.

9. National Security(Internment Camps) Regulations did not contain authority for the actual detention of internees. This power was given by National Security(Aliens Control)Regulations and National Security(General)Regulations. Enemy aliens were detained in Australia under Regulation 26 of the former regulations, and other civilians under Regulation 26 of the latte

TRANSITIONAL LEGISLATION

10. By virtue of the National Security Act of 1946, the National Security Act of 1939-1946 and all Regulations made thereunder, and all orders and by-laws made in pursuance of any such regulation, cease to have effect after midnight on 31 Dec 46. Legislative action was necessary to retain the National Security (Internment Camps) Regulations and Internment Camp Orders as it was anticipated that some internees would be retained in the Commonwealth for at least a short period after that date. This was effected by means of the Defence (Transitional Provisions) Act which was designed to provide for the security and defence of the Commonwealth during the period of transition from war conditions to conditions of peace. The Act extended until December 1947 the Regulations and Orders in question, as well as other National Security Legislation. Further legislation extended the operation of these Regulations and Orders until 31st December, 1949 after which date they ceased to have any further effect.

CHAPTER 5

DEPENDANTS OF INTERNEES - RELIEF OF

1. Immediately after the commencement of hostilities the question of sustenance for aliens and for the dependants of interned civilians arose. War Cabinet approved of arrangements being made whereby sustenance would be provided by the States at appropriate rates under their unemployment legislation, for the wives and children of interned aliens, the States to be reimbursed by the Commonwealth for any payments not covered by the existing State legislation. It was agreed that the Commonwealth should accept liability under the conditions approved for wives and children of interned aliens, for sustenance payments made by the States, to the following further classes of dependants and persons in necessitous circumstances:-

(a) The unmarried wife of an interned alien and any dependant children.

(b) Other dependants of internees, e.g. dependant sister.

(c) Female members of crews of former enemy vessels not interned, but destitute as a result of Commonwealth action.

(d) Enemy aliens in necessitous circumstances whose businesses had been closed under National Security Regulations.

2. Under these arrangements, dependants of internees were obliged to make applications for relief to their local sustenance officers or direct to the State Authorities concerned. As a result, the majority of questions on this matter raised by both internees and their dependants were referred by Army direct to State Governments and no particular administrative problems arose.

3. The Consul for Switzerland, as representative of the German Government, advised in 1940, that he desired to make payments from relief funds to assist dependants of internees and German nationals in necessitous circumstances who were not interned. In view of the existing position it was realised that if recurring weekly payments were made as a matter of course by the Consul to German nationals, it would place such persons in a better financial position than Australians in receipt of relief payments. As a general princip this could not be approved, but War Cabinet agreed, on consideration o all factors, that there would be no objection to non-recurring payments being made for specific purposes from the Relief Fund under the control of the Consul, to meet individual cases of hardship. It was further decided that payments so made should not be taken into consideration by the Commonwealth Government in effecting payment of the normal rate of allowance to the persons concerned.

4. The German Red Cross later proposed through its Delegate in Australia that certain gifts of money, not exceeding £2 per head, should be made to dependants of German nationals interned in Australia and suggested that such payments should not be deducted from any Government relief allowances to which the recipients might be entitled The Department of External Affairs was informed that the view of the Department of the Army was that the request should be granted subject to conditions as applied to payments through the Consul for Switzerland. This view was endorsed.

5. Further problems arose in respect of the maintenance of dependants of internees who were released but who did not make payments to their dependants from their earnings. This matter was referred to by the Premier of Queensland early in 1943 when he pointed out that certain ~~released~~ Italians released in Southern States on condition that they should not return to Queensland during hostilities

were employed but were not making any provision for their dependants. Security Service ~~were~~ was informed and arrangements made by that Service to ensure appropriate notification of release to State authorities concerned in order that relief might be discontinued where necessary.

CHAPTER 6

SECURITY SERVICE - FUNCTIONS

1. Until July 1942, responsibility for all civil security rested with the Army. As from that time responsibility was accepted by the Director-General of Security (acting on behalf of the Attorney General) for all matters concerning the apprehension of subversive persons, appeals and releases of local internees.

2. The line of demarcation between civil and military security was difficult to define and it was essential, therefore, that there should be consultation and close collaboration between Security Service and the Army. The Minister for the Army retained responsibility for security in the Army and the security of military establishments, equipment, etc., including Internment and Prisoner of War Camps. Army was also responsible for all questions of securit in Areas in which National Security (Emergency Control) Regulations applied. Members of Security Service in such areas were bound to comply with the directions of the senior military officer in the are who was responsible for the administration of those Regulations, in ~~the~~ matters relating to Security in the area. Army also remained responsible for all questions of security in that part of Western Australia north of the Tropic of Capricorn, and for all questions affecting the release of overseas internees, whether for transportati overseas, for enlistment in labour units, or for residence in Austral

3. Where investigation or action undertaken by Security Service touched on any matter of security for which Army was responsible, or which had a bearing on operational requirements of the Army, it was the responsibility of Security Service to advise Army accordingly. Similarly, when investigation or action undertaken by the Army touched on any of the responsibilities of Security Service, or where the operational requirements of the Army called for action on the part of Security Service, it was the responsibility of the Army to inform Security Service.

4. Apart from general security responsibilities, the following were the main responsibilities of Security Service in regard to internees:-

(a) Investigation and action e.g., surveillance, prosecution, restriction or internment, to control hostile, alien, subversive and pacifist individuals, classes of individuals, or organisations.

(b) Furnishing of information to Army (in the form of precis of dossiers) for the information of Camp Commandants who have to hold and control interned civilians.

(c) Handling of all questions relating to arrangements for the custody and/or administration of the property of internees which ~~is~~ was not taken with them to their camps or received by them at their camps.

(d) Handling of all questions affecting the appeals of internees, whether they were interned under authority of the Minister for the Army or the Attorney-General. This included the appointment of the members of Aliens' Tribunals and Advisory Committees, and the venue of the hearing of internees' objections.

(e) The granting of approval for release of internees, except those expressly referred to in para 2 of this Chapter as remaining the responsibility of Army.

(f) The supply to Army of such information concerning proposed programmes of internments as would permit of the provision of adequate accommodation facilities.

5. In respect of local internees, it was therefore found necessary to issue comprehensive instructions regarding arrangements to be made by Commands concerned with their local Deputy Directors of Security. ~~These were~~ Action was taken along the following lines:-

(a) INTERNMENTS:

Appropriate arrangements were ~~to be~~ made by Commands for taking into custody any person handed over by Security Service with a Detention Order. The actual place of handing over was normally at a staging camp or temporary camp near a capital city. Detention orders handed over with internees were to be perused as soon as practicable by a Legal Office

(b) APPEALS:

On the written request of a Deputy Director, internees could be transferred under standing instructions (vide Chapter 18, para 7) in order that their appeals could be heard in another State or at a Capital City. In this connection, Security Service was asked to ensure that there were no delays in the hearings of appeals and that movements of internees and guards ~~were~~ be restricted to a minimum.

(c) RELEASES:

Releases were ~~to be~~ effected on delivery by a Deputy Director of Security of an appropriate release order, and Commands were to inform Deputy Directors of the fact and date of release.

(d) PROPERTY:

The arrangements in regard to property of internees not held at their camps are dealt with fully in Chapter 7 of this report.

(e) OFFICIAL VISITORS:

Official Visitors were notified of the functions of Security Service and were informed that if any matters within those functions were included in their reports, such matters would be referred by Commands to Deputy Directors of Security with a request that the Official Visitors be advised thereon. In many cases, the Official Visitors themselves referred such matters direct and noted such reference in their reports.

6. Security Service rendered valuable assistance to Intelligence Officers at Internment Camps in the supply of information regarding internees. It was appreciated that the clerical work involved in supplying summaries of evidence in respect of all local internees would be considerable. On the other hand, without such summaries (viz. without knowledge of the security records of the internees prior to internment) the value of information subsequently obtained could not be adequately assessed. While the summaries were being prepared, arrangements were made that Intelligence Officers could see any Security Service dossiers and make extracts therefrom.

7. Practical application of the arrangements between Security Service and the Army led to very few real difficulties, although it was necessary for constant care to be exercised to ensure that all information available was properly available to both parties. The Directorate fostered this by keeping in constant touch with a Military Liaison Officer at Security Service in Canberra, and this officer kept Army well informed of all action proposed or taken by the Director-General of Security in respect of internments etc.

CHAPTER 7

ADMINISTRATION OF THE ESTATES OF INTERNEES

1. Regulation 16(3) of National Security (Internment Camps) Regulations provided for the completion by internees, whenever required so to do by their Camp Commandants or persons authorised by the latter, of a statement in writing showing all real and personal property owned by them and of the arrangements made, or desired to be made, for its administration and control. Provision was made in subsequent regulations for:-

(a) Requests by internees (in writing) to Camp Commandants that arrangements be made for the administration of their estates during internment by persons appointed for the purpose in the particular State concerned.

(b) Reference of any such requests to the appropriate authorities and for the appointment of persons to administer the estates concerned.

(c) The appointment of a person to administer an internee's estate although no request had been made by the internee concerned.

2. To ensure that all internees would be aware of these regulations a direction was issued from the Directorate that copies of Regulation 16 be exhibited in all Internment Camps containing local internees, ~~and~~ to provide ready means of administration the following instructions were given to Commands concerned:-

(i) Any local internee who desired to submit a request in writing in accordance with Regulation 16(4) should do so on a form of which a specimen was provided.

(ii) Request forms were to be noted by Camp Commandants on the internees' A.114 (Property) Form and forwarded through HQ Commands concerned to Deputy Directors of Security in the various States, for necessary attention.
(To eliminate any unnecessary correspondence, it was suggested that Deputy Directors of Security should address any further correspondence on the matter direct to the Camp Commandants concerned.)

3. The above action was taken at the time that Security Service took over responsibility for property of internees which was not held at their camp (vide Part I Chapter 6), and it was accordingly necessary to arrange for Commands to inform their local Deputy Directors of Security of all negotiations completed or partly completed for any such administration of the property of internees held in the respective areas. Directions were also given for any partly completed negotiations to be taken over by the Deputy Director of Security in the area concerned.

4. Concerted action was taken to clear up all difficulties in this matter as allegations had been made by the Protecting Power Representative in Australia that in some instances persons had been apprehended for internment in circumstances which had resulted in stock-in-trade of shops, livestock, growing crops and personal property being left unattended and presumably open to theft and-or misappropriation. Similar representations were made also to the Official Visitors to Internment Camps. It was of course realised that some occurrences of this nature would be difficult to avoid, owing to the actual apprehension of persons being made by police, but at the same time the urgency of appropriate remedial action was appreciated.

5. Enquiries instituted to clarify the position were of considerable assistance in speedily clearing up the undesirable situation. The names of officials appointed in all Commands (at that time Lines of Communication Areas) were ascertained to be the following:-

Queensland	The Public Curator, Brisbane.
New South Wales	The Public Trustee, Sydney.
Victoria	do. Melbourne.
South Australia	do. Adelaide.
Western Australia	The Curator of Intestate Estates and Official Trustee, Perth.
Northern Territory	Enquiries to be made through HQ NT Force.
Tasmania	The Official Receiver in Bankruptcy, Hobart

6. Form A.114, which was required to be completed in triplicate by each internee, provided a ready means for dealing with most of the ~~situations~~ problems arising in this matter, but in the early stages of the war these had not been completed satisfactorily and directions were issued to ensure their completion as soon as possible after apprehension and in all cases in the area of apprehension. These were to be completed in the presence of an Officer who was to be responsible for ensuring that all necessary information was recorded before presentation to the Camp Commandant.

7. Action taken to comply with any request by an internee for administration of his property was noted on the relevant A.114 form by HQ Command concerned, and State Police Departments were informed of the desirability of avoiding undesirable situations.

8. For some time there appeared to be a lack of desire on the part of Deputy Directors of Security to properly assume responsibility for property of internees which was not held at their camps, and the Directorate made representations to the Director General of Security on this matter. As a result, the latter issued appropriate instructions to his Deputies and further difficulties were thus avoided.

9. It should be noted that the Department of the Army was responsible at all times for property held by the internee at his camp or taken from him on arrival and held on his behalf. This aspect is dealt with fully in Part Chapter 15.

CHAPTER 8.

TRANSMISSION OF NAMES AND PARTICULARS OF INTERNEES

1. The policy adopted in Australia in relation to the transmission of the names and personal particulars of internees (other than Japanese) to enemy Governments, either direct or through Protecting Power Representatives, and to the International Red Cross, conformed strictly with that adopted in the United Kingdom.

2. Under this policy, the particulars mentioned were communicated only if the internee concerned signified his consent thereto in writing. Further; the particulars of internees in any one of the following categories were not transmitted even though the internees may have signified their consent in writing to such transmission :-

(a) Naturalised British subjects,

(b) Persons of enemy alien parentage born within His Majesty's Dominions and Allegiance,

(c) Non-enemy aliens.

3. Reasons for this policy were obvious and it was quite apparent from the outset that adequate preventative action would need to be taken to avoid victimisation or intimidation of internees who did not desire their particulars communicated. Thus directions were issued in January 1941 that arrangements be made to ensure that each internee completed his consent form out of sight of all other internees and without reference to camp or hut leaders. Internees were informed that their reply would be kept secret and the completed forms were handled accordingly. It was also arranged that necessary action be taken to ensure that each internee understood the form he was asked to sign and for this reason the form could, where necessary, be completed in a language other than English.

4. Carrying this policy to its natural conclusion, direction was given that the Representatives of Protecting Powers should not be permitted to interview any internee without his consent. Such Representatives were requested to refain from transmitting to the Governments they represented the names of any internees other than those which appeared on lists of internees who had indicated consent to transmission.

5. To avoid possible communication of any incorrect lists to those Representatives it was expressly provided that Camp Commandants would not themselves supply, nor would they permit internees' representatives or leaders to supply, any lists of internees to Representatives of Protecting Powers. Provision was made for the despatch of these lists and consent forms to the Prisoners of War Information Bureau where official lists for transmission were prepared for despatch.

6. Notices were exhibited in all Internment Camps advising internees of the policy adopted by the Commonwealth and setting out details.

7. Certain delays and complaints were noted at times in connection with correspondence between internees and the Protecting Power Representatives etc., and it was found advisable in October 1942 to further amplify instructions by adding the following provisions concerning correspondence :-

(a) That Army Headquarters should be informed in the event of any breach of policy by a Representative of a Protecting Power being detected,

(b) While no objection was raised to the transmission of names between internees or their leaders and Representatives ⇒ of

Protecting Powers or of the International Red Cross, in connection with bona fide transactions of an approved character, care should be exercised to prevent unauthorised transmission by them of lists containing the names of internees who had not consented to transmission of their particulars.

(c) Traffic in lists of internees applying for or having received funds distributed by the IRC Delegate or the Protecting Power Representative on the basis that distribution was confined to internees professing allegience to an enemy Government, was undesirable and should be permitted only to the extent necessary to allow such Representatives to discharge their legitimate functions.

(d) No communication stating that an internee did not profess allegiance to an enemy Government, or suggesting that such allegiance is doubtful, should be permitted.

(e) To avoid becoming officially involved in the preparation or handling of lists of internees professing specified allegiance, Camp Commandants should accept remittances for internees only if the sender of the remittance indicated the names of the internees who were to benefit therefrom and the respective amounts to be placed to the credit of each internee.

8. In 1945, under a reciprocal arrangement with Germany, forms were issued to all overseas and local German Internees (excluding Jewish and refugee types) for completion and transmission through the Protecting Power. These forms required careful handling to avoid conflict with the wishes of internees as regards communication and somewhat similar precautions to those mentioned above were taken to prevent victimisation or intimidation. The forms made provision for a statement of each internee's desire concerning eventua repatriation to Germany. The majority of the internees indicated their desire for repatriation and the duplicate copies of the forms were handed over to the Director-General of Security to enable him to record the wishes of internees.

CHAPTER 9.

OFFICIAL VISITORS TO INTERNMENT CAMPS

POLICY.

1. In accordance with policy adopted during the First World War, action was taken to incorporate in National Security (Internment Camps) Regulations necessary authority for the appointment of Official Visitors to Internment Camps in Australia. Regulation 9(1) of these Regulations reads :-

> "The Minister may appoint in respect of each internment camp one or more persons, to be known as "Official Visitors", who shall visit the camp periodically."

2. Chief considerations in favour of these appointments were:-

(a) As internees of both sexes were civilians placed in military custody for reasons of national security and not for punishment, their conditions of internment should be reviewed by civilians.

(b) As internees were apprehended for detention without regard to their convenience or private circumstances, they should be afforded some assistance in attention to problems resulting from their sudden removal from civil life.

(c) In the interests of Australian and other British subjects interned by the enemy, reasonable standards of accommodation and treatment should be assured enemy subjects interned in Australia, thus avoiding retaliatory action by the enemy.

(d) Regular inspections of internment camps by Official Visitors provided those responsible for custody of the internees with defence against illfounded complaints concerning treatment and also provided a channel of appeal for the internees themselves.

APPOINTMENTS.

3. In order that internees could not protest against the type of appointees, gentlemen of high standing in the community, and of undoubted integrity, were chosen to act as Official Visitors. The following is a list of appointees during the existence of internment camps in Australia :-

STATE	CAMPS VISITED	APPOINTEES
Queensland	Gaythorne	The Hon Mr Justice Neal Macrossan - Senior Puisne Judge of the Queensland Supreme Court
New South Wales	Liverpool Hay Cowra	(1) The Hon Sir Frederick Jordon - Chief Justice of New South Wales. (2) The Hon Mr Justice C. Davidson - Puisne Judge of the Supreme Court of New South Wales. Assistants (1) Dr H.O.Lethbridge O.B.E. (2) The Hon Mr Justice A.K. a'Beckett Terrell - Judge of appeal of the Supreme Court of Malaya.

Victoria	Tatura Group	(1) The Hon Mr Justice Norman O'Bryan - Puisne Judge of the Supreme Court of Victoria.
		(2) The Hon Mr Justice Gavan Duffy - Puisne Judge of the Supreme Court of Victoria.
		Assistants
		(1) Sir Kenneth Beatty - Former Chief Justice of Gibraltar.
		(2) Sir Llewellyn Dalton K.B.
South Australia	Loveday Group	(1) Mr K.F.Sanderson S.M.
		(2) Mr W.V.Ray S.M.
Western Australia	Parkeston Harvey	(1) The Hon Mr Justice A.A. Wolff - 3rd Puisne Judge of the Supreme Court of Western Australia.
		(2) Mr W.J.Wallwork P.M.

4. Each of these appointments was voluntarily undertaken with the concurrence of the State Government concerned and no charge was made by that Government for the Official Visitor's Services. Although appointments meant the acceptance of many onerous duties the appointees accepted the responsibility gladly as a contribution to the war effort, and received no compensation except the reimbursement of normal travelling expenses. Where the services of a clerical assistant were used a small additional allowance was made to cover reasonable costs.

FUNCTIONS.

5. The duties and functions of the Official Visitors were as set out in Regulation 9 of National Security (Internment Camps) Regulations. They visited camps at regular intervals (usually once a month) and received from internees any petitions or complaints they desired to make concerning treatment received at the camp and conditions of internment, after which reports were submitted by the Visitors to the Military Board (later to the Adjutant-General) concerning such matters.

6. To facilitate procedure and avoid waste of time, Official Visitors discussed with Camp Commandants the various matters brought up by the internees during visits and in this way were able, in many cases, to clear up problems on the spot. Under procedure laid down copies of the Visitor's reports were forwarded direct to the L of C or Command HQ controlling the camps visited and the duty of those HQ was to investigate the matters raised therein, to take any necessary action including reference to AHQ and then furnish replies to the Official Visitors. Copies of these replies were forwarded to AHQ.

DIRECTORATE ACTION.

7. Action by the Directorate of Prisoners of War and Internees was as follows :-

(a) Upon receipt of an original report this was perused to ascertain whether any urgent action was necessary or whether Command HQ concerned should be informed of the lines upon which any particular problem should be dealt with.

(b) A written acknowledgement of the reports was then despatched to the Official Visitor informing them that a reply to the petitions and complaints raised therein would be furnished by the Command HQ concerned.

(c) On receipt of a copy of the reply furnished by the Command HQ to the Official Visitor, a detailed minute was prepared for the Minister, forwarding the report and stating action taken on each matter raised.

(d) The only remaining action was to follow up any items not properly finalised, or upon which the Minister desired further information, and then to render a final report as soon as practicable.

8. The many and varied complaints made by internees were often a source of annoyance to officers handling these reports as internees were inclined at times to exploit the nuisance value of petty or unfounded grievances and many insisted on repeating the same complaint again and again although all possible action had been taken. Generally, however, the system proved a most valuable one, and the constant care and attention given to petitions and complaints left little to be desired. The Official Visitors used considerable tact and discretion and at all times maintained cordial relations with the internees and with Camp Commandants.

9. To avoid complaints that internees were not free to correspond at will with the Official Visitors or to discuss complaints in private, standard instructions were laid down concerning these matters. These are contained in a memorandum dated 10 Nov 43 concerning conditions governing visits to Internment Camps, vide Appendix [illegible]. It will be observed that letters from internees to Official Visitors were not subjected to censorship and that during inspection of Compounds they were not accompanied by any military personnel.

10. By adoption of the policy and procedure referred to above, the Commonwealth avoided many embarrassments and possible action against its nationals held by the enemy. Meticulous care was taken at all times to ensure that every matter brought forward by the Officia Visitors was followed up until there could be no question of failure on the part of the Military Authorities to carry out the expressed intention of applying the principles of the Geneva Convention to interned civilians. The Director of PW & I exercised personal control over the reports of the Official Visitors at all times and insisted on prompt and careful attention to all problems raised.

11. It is considered highly desirable that this system should be adopted in relation to all internments of civilians and that the care exercised during recent hostilities in selection of appointees as Official Visitors should be a matter for special attention.

12. In conclusion, it is desired to place on record the appreciation of the Department; and of the Directorate in particular, for the valuable services rendered by the Official Visitors in their honorary appointments. Each of them showed abundant possession of the attributes so necessary to the task, namely, geniality, tact and sympathy, combined with good judgement and knowledge of the world and human nature.

CHAPTER 10.

CORRESPONDENCE OF INTERNEES

1. This subject can be most conveniently dealt with under two main sections, viz: Outward mail from internees and Inward mail addressed to internees.

SECTION A

OUTWARD MAILS AND PARCELS FROM INTERNEES.

Numbers of letters permitted.

2. Normally, each internee was allowed to send two letters or postcards in each week (vide Regulation 31(1)) and to despatch parcels only in cases where permission had been granted by his Camp Commandant (vide Regulation 30). It was found necessary, however, to make various concessions to internees of various classes and nationalities and these will be dealt with in the present Chapter. Cable ~~or~~ wireless communication overseas, either direct or through third parties, were prohibited except that overseas internees could be authorised to send telegrams by cable or wireless making application for, or representations regarding, release or regarding urgent private affairs (vide Regulation 31(3)). No limit was placed on the number of postcards sent by an internee acknowledging receipt of parcels, books, music and other gifts received by him.

Requirements as to length of letters, subject matter etc.

3. It was expressly provided, in Internment Camp Order No.10 (para 27) that letters from internees would not exceed 23 lines of writing on one side only of the paper, except in special circumstances, and then only with the permission of the Camp Commandant. Other requirements concerning ~~as to~~ the language to be used, restrictions on subject matter and the use of ciphers, etc., are set out clearly in the Internment Camp Order referred to.

Types of stationery to be used.

4. Authorised writing paper for the use of internees was the "notelope" a combined paper and envelope with a specially glazed surface to prevent use of secret inks or markings. Supplies of these were forwarded to Camps, as required, by HQ's Commands concerned.

5. In any cases where supplies of notelopes were not available, internees were permitted to use the following (vide para 26 of Internment Camp Order No.10) :-

(a) Plain white glazed paper, not exceeding in size 10 inches by 8 inches and plain white envelopes, and

(b) Thin white glazed postcards.

Correspondence not permitted.

6. As mentioned in paragraph 2 of this Chapter, cable or wireless communications overseas were not permitted except in certain circumstances. The concessions granted to internees from overseas were found necessary after the receipt in 1940, shortly after arrival in Australia of internees from the United Kingdom, of large numbers of "Reply-paid" cablegrams and wireless messages addressed either to the internees or to the Prisoners of War Information Bureau. It was first suggested to the Government of the United Kingdom that the practice of sending ~~of~~ any such communications should be discouraged in the interests of security,

but that Government made a request for the amendment of the then existing Regulations to permit despatch of this type of message by overseas internees. In making this request, the United Kingdom authorities stated that their censorship authorities would assume full responsibility provided each telegram commenced with the words "Internees' Telegram." After consultation with the Censorship Authorities in Australia, the necessary amendment was gazetted in 1941.

7. To prevent despatch of any unauthorised communication lodged by a third party on behalf of an internee, provision was made for approval for the despatch of any cable or wireless communication of this nature to be given by the Adjutant-General or the Commander of a Lines of Communication Area.

8. Other general types of correspondence not permitted were those not complying with the express requirements of Internment Camp Order No.10 (paras 27 and 28).

Concessions to certain classes of Internees.

9. Apart from the concession regarding cable and wireless messages of certain types (vide para 6 of this Chapter) further express concessions were made to overseas internees who were not classified as dangerous. These were the subject of a Ministerial Order under Regulation 3A of National Security (Internment Camps) Regulations, known as "Classification of Overseas Internees Order (No.1)." The concessions granted under the order are summarised briefly as follows :-

(a) To send an air mail letter not exceeding 100 lines in length in each week at the internee's expense,

(b) To join with other internees of the same classification in sending collective air mail letters not exceeding 100 lines in length, to approved addressees,

(c) To use at his own expense, special stationery approved by the Camp Commandant,

(d) To send, with the Camp Commandant's approval, telegrams within Australia necessary for the purposes of any application for release, or relating to urgent private affairs.

(e) To undertake a correspondence course or a course of lectures by post, with an institution approved by the Chief of the General Staff or by any officer duly authorised by him.

10. Reference should also be made to paragraphs 19 to 24 of this Chapter dealing with special facilities made available to internees generally and/or to internees of particular nationalities

Censorship of Internees' mail.

11. Army Censorship was controlled by the Chief of the General Staff who issued necessary Army Field Censorship Instructions, but insofar as these affected Internees, A Branch (through the Directorate of Prisoners of War & Internees) was charged with the responsibility of ensuring proper compliance with Convention requirements and with the observance on the part of Australia of reciprocal agreements with the enemy permitting various special classes of communications. It was therefore necessary for constant liaison to be maintained by the Directorate with General Staff Intelligence and with the Controller of Posts and Telegraphic Censorship.

12. The general direction regarding censorship of internees' mail was contained in Regulation 33(1) of National Security (Internment Camps) Regulations, reading :-

> "All outward letters and postcards, except letters or postcards addressed to an Official Visitor, and all parcels shall be sent for censorship to the Post and Telegraph Censorship' Authority at the capital or principal city or town of the State or Territory in which the Internment Camp is situated."

13. In addition, Camp Commandants were authorised by Regulation 34 to institute such local examination of letters, postcards and parcels despatched by or addressed to internees, as considered necessary, with the proviso that care was to be taken to ensure that communications were not unduly delayed. This authority did not of course apply to letters and postcards addressed by internees to the Official Visitors. It is stressed that the Camp Commandant, by virtue of this right of examination, was not empowered to exercise any right of censorship; he could suggest that a letter or postcard contravened regulations and advise the internee concerned not to send it as written, but if the internee insisted on its despatch without alteration, the Camp Commandant was obliged to forward it through normal channels but could append a note for the Censorship authorities stating why he considered it should not be despatched. A final decision then rested with the District Censor.

14. Throughout hostilities, various censorship instructions concerning correspondence of internees were issued. These were later consolidated into a substantially firm set of regulations known as "LHQ Field Censorship Instruction No.3" of 10 Oct 42, vide Appendix "A". These instructions provided the necessary machinery for the handling of all communications and parcels to and from internees and enquiries concerning internees.

Mail arrangements for sick internees.

15. Provision was made in the Regulations (Reg 38) for appropriate arrangements to be made regarding the receipt and despatch of mail matter by internees admitted to civil or military hospitals or other institutions. It was essential to ensure proper observance of regulations by sick internees. Medical officers in charge of institutions where they were held were therefore informed of requirements under the Regulations and Camp Orders, including censorship.

Correspondence between internees.

16. Internees were not permitted to correspond with internees or prisoners of war interned in any other camp in Australia without the special permission of the Camp Commandant, but correspondence between internees in working camps or in hospital and internees in their parent camp was permitted. (Camp Order No.10, para 28).

17. Some administrative difficulties were encountered in the implementation of this order, as Camp Commandants interpreted the authority in different ways. To secure uniformity of practice specific directions were issued reading as follows :-

"Subject to censorship and to regulations relating to internees' correspondence, it is desired that Camp Commandants permit internees, out of their authorised weekly allowance of letters, to engage in inter-camp correspondence dealing with family and personal matters on the following basis :-

(a) As between interned parents and interned children and vice versa - one letter each per week.

(b) As between other members of a family - one letter each per month.

(c) As between persons who are not related - only at such times as the Camp Commandant is satisfied that urgent or exceptional personsl reasons exist to justify such correspondence.

(d) As between internees and prisoners of war - the development of contacts between internees and PW is highly undesirable and any such correspondence will be referred to GSI, HQ L of C Area for approval of transmission."

18. Issue of this direction assisted greatly in promoting standard procedure throughout camps and no further difficult problems were encountered in this particular matter.

Special facilities granted to internees.

19. Various authorities concerned with the welfare of internees, and enemy governments concerned, made representations from time to time for the granting of special facilities to internees. The more important of these schemes are given hereunder.

Messages through Apostolic Delegate.

20. Monthly messages not exceeding 25 words were permitted to be despatched by internees through His Excellency the Apostolic Delegate in Australia. These messages were subject to examination by the Camp Commandant and were not deemed part of the authorised allowance of letters and postcards permitted under the Regulations. Directions for the handling of outwards messages under this authority and of replies thereto were contained in Memorandum SM22410 of 19 Nov 42, vide Appendix [illegible].

Messages through the International Red Cross Delegate.

21. This service was known as the "Express Message" service. Personal messages only were permitted to be sent to certain reciprocating countries, addressed to the next-of-kin of the internees concerned. It was a condition of the service that the right to despatch a message was reserved exclusively for internees who had received no communication from their next-of-kin for a period of three months or more. As in the case of messages through the medium of the Apostolic Delegate, these communications were not deemed part of the internees' normal authorised allowance. Detailed instructions to Commands on the subject are given in memorandum No.48365 of 23 Apr 45 Appendix [illegible] It will be observed that Japan was not included in the list of countries to which internees could send express messages. The IRC Delegate in Australia had advised that the Japanese did not accept the scheme and he was therefore asked to address to Japanese camp leaders of camps concerned appropriate advice of the Japanese Governments' decision.

Airgraph service.

22. Internees were permitted, at their own expense, to send letters by airgraph to countries where airgraph facilities were available, but only for special reasons in connection with emigration or urgent business or urgent family matters. These letters were deemed part of the internees' authorised allowance. They were written on special forms provided for the purpose by the Postmaster-General's Department and had to comply with Regulations and Camp Orders regarding correspondence.

Use of Airmail by internees.

23. In pursuance of reciprocal arrangements with the German and Italian Governments, German and Italian internees were permitted, at their own expense, to send by airmail addressed to overseas countries, any or all of the letters and postcards authorised under National Security (Internment Camps) Regulations.

The rates prescribed for letters to Germany and Italy were 1/- per ½ oz for letters and 6d. for postcards.

Special letters from Japanese internees.

24. Following upon representations from the Japanese Government in 1942 and in view of the fact that the proposal meant recognition of status of internees, all Japanese internees of 21 years and over held in Australia were each permitted to lodge for transmission to Japan or Japanese Occupied Territory one letter of 23 lines. Careful scrutiny of these letters resulted in little of value being found although a fairly large percentage of the internees took advantage of the approval. The arrangement was a reciprocal one under which a number of letters from Australians were received. These were dropped in Rabaul by air and numbered 395. It was apparent on examination that they were written on the condition that all references to conditions of captivity were favourable.

SECTION B

INWARD MAILS AND PARCELS FOR INTERNEES

Number of letters and parcels permitted.

25. Subject to censorship and to the Internment Camp Orders, no limit was imposed on the number of letters and postcards an internee could receive but he was not permitted to receive picture postcards or letters containing pictures or drawings of a suspicious or objectionable nature, vide Regulation 35(1). He was also allowed to receive parcels of books, valuables, foodstuffs or other articles, vide Regulation 36(1).

26. Normal internal rates of postage and conditions, and the normal internal registration fees and conditions, were made applicable to all mail matter, including parcels, posted in Australia, and addressed to an internee within the Commonwealth. Postal articles received from outside Australia addressed to internees held in the Commonwealth were transmitted free of charge

27. Internees were also permitted to receive books (other than books containing hostile sentiments or propaganda), music and ~~other~~ small musical instruments, vide Regulation 37(1).

Examination of inward mail etc.

28. Camp Commandants were authorised to arrange for all inward letters, whether registered or not, to be opened to enable the Camp Paymaster to extract any remittances of money, and to have all parcels received examined in order that any prohibited articles could be removed (see Regulations 35(2) and 36(3)). Examination of parcels was effected under such conditions as would ensure the preservation of any foodstuffs which they might contain and was done, where possible, in the presence of the addressee or a representative duly authorised by him. Books or music could be withheld from delivery at the discretion of the examiner at the camp as these afforded an easy means of passing messages or hostile propaganda into camps.

Arrangements for inward mail for sick internees.

29. To ensure that prohibited articles were not received by internees in civil or military hospitals or other institutions, arrangements were made in each case, for any parcels received to be despatched to the Internment Camp concerned for examination before delivery (vide Reg 38(c)).

Short wave messages for Internees.

30. Under arrangements with the Department of Information, short-wave messages from abroad for internees held in Australia were advised through the Prisoners of War Information Bureau. This scheme was inaugurated in an attempt to secure as much reciprocity as possible for Australian and Allied Servicemen held by the enemy.

Disposal of parcels for deceased and repatriated internees.

31. Procedure adopted in Australia to dispose of parcels received for deceased and repatriated internees was in general conformity with practice in the United Kingdom and with the wishes of the International Red Cross. Parcels were forwarded to camps in which internees of the same nationality as the addressee were held and if practicable, to the camp in which the addressee had been accommodated. The parcels were then dealt with as follows:-

(a) Contents, other than articles of a personal nature or articles of value, were distributed among indigent or sick internees of the same nationality as the addressee.

(b) Articles not distributed were sent to the Prisoners of War Information Bureau. Each parcel was marked with the names and addresses of the addressee and, if known, the sender. When the name of the sender was not known the parcel was marked "Name of Sender not known."

(c) The P.W.I.B. forwarded articles received to the I.R.C. Delegate in Australia, for disposal.

To guard against pilferages or losses, Camp Commandants and the P.W.I.B. were directed to maintain adequate records of the receipt and disposal of all articles taken from parcels for despatch through the P.W.I.B.

Cessation of Censorship.

32. The censorship of PW mails ceased as from 10 Nov 45, when appropriate amendments were made to National Security Regulations. The discretionary powers of Camp Commandants to conduct local examinations of letters and parcels was not affected but such examinations were conducted for information only, and unless the nature of a communication was itself an offence against Regulations or Camp Orders, the delay, destruction or withholding of mail was not permitted.

33. It is noted that consideration should be given to the types of articles (and their volume) transmitted to internees from their native country in either personal or Red Cross parcels. For example large quantities of cigarettes and tobacco in the hands of internees can be used in attempts to bribe their guards. Australian PW tesify to the efficacy of such an approach whilst they were held in custody in Europe.

CHAPTER 11

DISCIPLINE OF INTERNEES

1. The Camp Commandant of each internment camp was responsible to the Military Board for discipline within the camp. He was appointed by the Board under Regulation 6 of National Security (Internment Camps) Regulations, and under Regulation 8 of those Regulations he was placed in charge of the camp and empowered to make such Camp Rules as he considered necessary for the proper management of the camp and for the enforcement of discipline in the camp.

2. Camp Commandants maintained discipline through the following representatives of the internees themselves:-

(a) The internees' "Representative" usually known as the "Camp Leader" who was selected by the internees for appointment by the Camp Commandant (vide Reg. 13) and whose services were used under Internment Camp Order No. 10, para 13. The Camp Leader was empowered to appoint internee to assist him, if necessary, in maintaining discipline and carry out necessary sanitation and hygiene duties in the camp. He was usually required to accompany officers carrying out inspections of the camp and was obliged to attend at the orderly room to present matters for consideration by the Camp Commandant, or to submit complaints by internees and receive instructions.

(b) The internees' Hut Leaders were also appointed by the Camp Commandant on the selection of internees. These hut leaders were required to co-operate with the staff of the camp in the maintenance of discipline among the occupants of the huts and had control of the internal economy arrangements of the huts. Complaints by internees were made through them to the Camp Leader for submission to the Camp Commandant.

3. The use of this system proved most satisfactory. It was seldom necessary for Camp Commandants to remove Leaders from office, and, in the main, relations between camp staffs and Camp Leaders were excellent. German internees, being more inclined towards regimentation, invariably took internal administration into their own hands. Italians were not so inclined to accept responsibility, but one or two excellent leaders from their ranks performed really good service. The main problem of discipline was met with in Japanese Internment camps, where the unusual psychology of these nationals often made them difficult to handle.

4. By Regulation 41, internees were obliged to comply with the provisions of all regulations, camp orders and camp rules applying to them, and were forced to obey all lawful orders issued to them by officers or soldiers or by any other persons having authority over them by virtue of the regulations, orders and rules. This regulation made it unlawful for an internee to:-

(a) Treat with disrespect any official Visitor, any officer or soldier, or any other person employed in connection with the internment camp;

(b) Swear, curse or use any abusive, insolent, indecent, threatening or other improper language;

(c) Commit any indecent act or make any indecent gesture;

(d) Create unnecessary noise or disturbance;

(e) Wilfully disfigure or damage any part of the internment camp or any Commonwealth property to which he had access;

(f) Commit any nuisance;

(g) Have in his quarters or possession any article in contravention of the Internment Camp Orders or the Camp Rules;

(h) Have in his quarters or possession any money other than money which he was permitted to retain in his possession by virtue of the provisions of the Internment Camp Orders or the Camp Rules;

(i) Use or offer personal violence to any officer or soldier, or any other person employed in connection with the camp, to an Official Visitor, to another internee, or to any other person in the camp;

(j) Approach within three yards of the boundary fence of the camp or any fence in the camp, except with the permission of an officer or soldier of the guard;

(k) Interfere in any way with the lights in the huts or with any part of the lighting system of the camp;

(l) Escape or attempt to escape, or aid any escape or attempted escape from the internment camp; or

(m) Offend in any way against good order and discipline.

5. Internees charged with contravention of any of the Regulations, Internment Camp Orders or Camp Rules were brought before the Camp Commandant who was responsible to observe the rules relating to procedure and reception of evidence as in the case of a Commanding Officer dealing with a charge against a soldier of the Australian Military Forces, and internees were given the opportunity to defend themselves (vide Reg. 42). Provision was made for the taking of evidence on oath or affirmation at the request of the internees.

6. On admission of guilt or where an internee was proved guilty, the following disciplinary punishment could be imposed:-

(a) Detention for any period not exceeding twenty-eight days during which period the internee could be confined in a place especially set apart for the purpose.

(b) Confinement to quarters for any period not exceeding fourteen days, during which period the offender could be required to answer his name at uncertain hours throughout the day, and could be employed on extra fatigue duties.

(c) Suspension of any privileges.

In the interests of health it was expressly provided in the regulations that the maximum period of twenty-eight days detention would not be exceeded, notwithstanding that there were several acts for which an internee was answerable to discipline, whether such acts were connected or not. Provision was also made for a period of three days to intervene between any two periods of detention (vide Reg. 42).

7. In 1942 it was realised through experience in the administration of internees that no proper regulations had been included to cover adequately the question of money illegally held by internees or found in their quarters. To cope with this, Camp Commandants were authorised by new regulations (Regs. 41A and 42(7)) for the opening of a new account in the name of any internee concerned for the payment into that account of monies so found, and for the freezing of the account where the internee was found guilty of the charge against him.

8. Conditions under which disciplinary punishments were to be served made adequate provision for proper cleanliness and hygiene, for internees to take reasonable exercise during detention, and for the despatch and receipt by them of letters, but they were not allowed to receive parcels and remittances of money until the expiration of their sentences. These conditions are set out fully in Regulation 43.

9. Special detention cells, with exercise yards, were built at each camp or group of camps and these were subject to regular inspections by personnel of the Army Detention Barracks Service.

10. Regulation 44 was enacted to ensure proper provision for internees accused of offences against any laws of the Commonwealth or of a State or Territory of the Commonwealth, and for prosecution of internees in any court of competent jurisdiction. It will be observed, on examination of this regulation, that the Representative of the appropriate Protecting Power was to be notified before any hearing by civil courts and was given an opportunity to attend the hearing unless it was necessary in the interests of the safety of the Commonwealth that the hearing should be kept secret. This representative was also to be informed of any sentence imposed by the court.

11. In the event of sentence of death being passed on an enemy alien internee, the Protecting Power Representative was to be appropriately informed, unless the internee otherwise requested, and a period of three months was to elapse before execution of the sentence (vide Reg. 44(10)).

12. The above regulations and orders were found fairly comprehensive and, in general, the enforcement of strict discipline was not a difficult problem. Camp Commandants were assisted by the existence of the following:-

(a) Internment Camp Order No.10, para 12, making provision for regular searches. This matter will be referred to more fully under the heading of "Security", vide Part III Chapter 4.

(b) Regulations prohibiting drilling or marching in military formation for any purpose other than physical training, fatigues and movement from place to place.

(c) Internment Camp Order No.10, para 19, enabling recovery from internees of the costs of repairing or replacing damaged property if such damage was found to be due to the wilful act or gross neglect of the internees concerned.

CHAPTER 12.

CLASSIFICATION AND SEGREGATION OF INTERNEES

1. The problem of classifying and segregating internees held in Australia was a difficult one. From the time of the arrival of the United Kingdom internees until the internment camps were closed these questions were constantly under consideration and review, and repeated representations from the various interested parties required careful but firm handling.

2. The general policy adopted was to endeavour to segregate the various nationalities and groups of internees who should be able to live together in reasonable harmony, but the implementation of this policy was necessarily governed by administrative and security factors, and by the extent and nature of camp accommodation available. It was quite obvious from the outset that the statement of an internee that he possessed anti-Nazi or anti-Fascist views could not be accepted prima facie, in view of the fact that his internment denoted that he was being held for reasons of national security, and for that reason no camps were permitted to be described as "anti-Nazi" or "anti-Fascist" camps. Furthermore, in most camps internees showed a tendency to subdivide into groups with the result that friction arose between them. This tendency became more pronounced as the Axis Powers met with reverses, as the allegiance of certain classes of internees to Nazi and Fascist doctrines waxed and waned according to the situation overseas.

3. While HQ of Commands dealing with internees were permitted to use discretion in the matter of transfers of internees between camps in their own areas when considered necessary to effect harmonious segregation, or to correct errors in segregation, it was essential that action be taken to ensure that transfers based merely on personal considerations such as incompatibility or disagreeable habits should be guarded against. Transfers of members of families and of close relations in order to bring them together in one camp were of course considered desirable, but single male internees of 18 years and over were not accommodated with members of their families at family internment camps.

4. The following three main factors in respect to segregation had always to be kept in mind :-

(a) Security : Where an internee advanced reasons to support a request for transfer, which were at variance with his known record and the grounds for his internment, the request had necessarily to be viewed with great caution, and was not usually granted unless exceptional circumstances existed. For instance, an internee might claim that he was being victimised and such victimisation might easily be the result of a plot to have him transferred to another camp to make certain contacts.

(b) Personal incompatibility : Cases were known of internees who, by reason of their personal habits, or personality, were unable to maintain satisfactory personal relationships with other internees, who might then commence an agitation to have them removed from the camp. It was inevitable in camps of up to 1000 persons that such situations would arise, and they could seldom be cured by transferring the incompatibles, who would merely cause fresh trouble in the new camps to which they were transferred.

(c) Limits of accommodation : For reasons of economy, and to facilitate administration, internment camps were erected with a capacity of 1000 each. If the camps

were not kept reasonably well filled, there was a waste of accommodation facilities and of garrison manpower. Small camps were not economical.

5. Over 11,000 internees of many different nationalities and political sympathies were held in Australia and although problems of classification and segregation were always under consideration, the actual percentage who complained was exceedingly small.

6. To trace the subject chronologically, it is necessary to go back to September 1940, when approximately 2,550 internees arrived in Australia on the "Dunera" from the United Kingdom. The circumstances under which these internees had been interned in England and classified by Tribunals are stated in Chapter 3 of this report. It had been intended to accommodate German internees classified as dangerous or potentially dangerous (numbering 251), and 200 Italian internees at the Tatura Internment Group, Victoria, and the balance of the German internees (expected to be about 2000) at Hay Camps, New South Wales. However, as the total number exceeded expectations, it was found necessary to disembark in Victoria an additional 94 Germans and to accommodate them separately at Tatura as they were not regarded as dangerous.

7. Early in 1941 a Home Office Liaison Officer (later Home Office Representative) Major Layton, arrived in Australia. This officer received numerous advices from the United Kingdom concerning reclassifications of internees, and it became apparent that the original classifications were not entirely reliable. As advices were received it was evident that there were roughly three groups of internees, viz :-

Group 1. Internees classified as dangerous or potentially dangerous (about 250) whose classification should remain fairly stable.

Group 2. Doubtful internees, whose numbers were reduced gradually to about 30, most of whom were classified as dangerous, but who persistently stated that they were anti-Nazis.

Group 3. The remainder who were not considered to be dangerous, except that the 200 Italians were not given consideration for release in the early stages of the war.

8. For the purpose of segregation the classification of the United Kingdom authorities as originally communicated or as amended by those authorities themselves or by their Representative, had to be accepted in Australia. Close liaison was maintained at all times with Major (later Lt-Col) Layton, and necessary transfers between camps and compounds effected as necessary.

9. In connection with this particular group of internees, the main problem was the accommodation of the small group of "Doubtful" internees. These were for some time interned at Tatura with internees from Singapore, and they intermingled with other United Kingdom internees considered not to be dangerous. In view of their doubtful character, they were later transferred to the Loveday Internment Group in South Australia, and for administration reasons were accommodated with local German internees. They were mostly communists and were skilful in conducting agitations on their own behalf, refusing to assist in building their sleeping huts. Their disposal received every consideration, but as their capacity for causing trouble made them an undesirable element in any camp holding other internees, it was not until a camp (No.2) at Tatura was subdivided, that they could be suitably accommodated.

10. General problems of segregation arose also in connection

with Straits Settlements internees, concerning whom very little information was available, and with local internees. Other overseas internees were considered as a whole to be a potentially dangerous class as there were active Nazi agents among them, and although minor problems of segregation arose, these were easily dealt with. The Straits Settlements internees were considered as doubtful, due to the absence of information concerning them, and were not therefore a difficult problem. The Home Office Representative was authorised to act in relation to this group, and the majority were released in Australia to join Labour Units or to work. A small number caused friction from time to time, but were gently but firmly handled and no great difficulty arose. In respect of local internees, the problem was more acute, and repeated representations were made by sections of these internees, or on their behalf, for transfer to other camps for various reasons.

11. In 1941 representations were made that the internees in the two compounds of No. 1 Camp at Tatura should be permitted to intermingle. The particular groups were 600 odd local German internees and the group of 200 United Kingdom internees classified as dangerous. From an administrative standpoint, the intermingling of these two groups would have offered some advantages in that the internees would be able to develop and enjoy common facilities, and difficulties arising from their being kept separated would have disappeared. It was considered desirable, however, to maintain this separation on the grounds of security as it was undesirable to provide dangerous overseas internees with an opportunity of establishing local contacts. As a matter of interest, it was noted in a letter from the Protecting Power Representative that these two groups of internees contained "many old friends".

12. The next problem was the complaint addressed to the Minister by the Bishop Coadjutor of Sydney relative to a small group of local internees who claimed to have Allied sympathies but who had been heard by Advisory Committees and Aliens Tribunals which had given them ample opportunity to have their cases exhaustively dealt with. It followed that they were detained, after their appeal, for a very good reason. However, as it was impracticable to hold them in a separate camp owing to their small numbers, and it was considered reasonable to treat them to some extent as "doubtfuls", their transfer to a camp containing United Kingdom internees was approved subject to review if necessary. As a result of transfers interstate, these internees were later accommodated with local internees, and with other internees claiming to be anti-Nazi they again caused difficulties.

13. In 1942 the Official Visitors to the Loveday Internment Group in South Australia raised the problem of this group of internees (about 150), and suggested transfer to prevent a serious disturbance. The advice of Security Service was sought to ascertain whether the internees could be divided into any specific groups after examination of their dossiers. Difficulties had also been experienced with the local Italian internees held at Loveday, due primarily to their differing sentiments and political faiths, and action to effect any segregation of these was deferred pending consideration by Security Service to their release. It was suggested at this stage by HQ South Australia L of C Area that a secret ballot should be taken to ascertain the sympathies of internees and so assist their segregation, but this proposal was not concurred in as it was considered that the proposed action might embarrass Security Service and could easily result in an entirely artificial division being established among internees whom Security Service might finally decide should remain interned.

14. The Director-General of Security finally concurred in the view that any attempt by Army to sort out Italians into two groups might seriously embarrass his release policy, and as numerous releases were effected from this nationality, this particular aspect of the problem resolved itself. There remained the question of the small group of German internees referred to above. After careful consideration, and in view of the problem of segregating certain classes of United Kingdom internees from

others, the subdivision of No.2 Camp at Tatura was then agreed upon, and it was possible to use the four small compounds of that camp as follows :-

(a) For Germans incompatible with main camps, including the group at Loveday.

(b) For sundry internees such as those of British race.

(c) For United Kingdom Italians.

(d) For United Kingdom refugee types and any compatible local Jewish types.

This action substantially adjusted all difficulties although minor complaints were made from time to time by irresponsible internees or those who deliberately complained merely for its nuisance value.

15. It should be appreciated in the reading of this Chapter, that the matter included merely touches on the surface of the administrative problems encountered by the Directorate. Ministerial interest in segregation and the constant receipt of official representations on the subject required every care and attention, and it was not until the last internee was released from internment camps that the matter could be shelved completely.

16. The reader should also realise that action to segregate overseas internees had at all times to be properly co-ordinated with action to classify them for the purpose of granting special concessions to those considered to be friendly aliens. This action was taken by means of a "Classification of Overseas Internees Order" made under Regulation 3A of National Security (Internment Camps) Regulations. The various concessions granted are dealt with in Chapters 10 and 13 of Part II of this report.

CHAPTER 13.

EDUCATION OF INTERNEES

1. The general policy adopted by the Directorate in relation to educational facilities for internees was to permit them every possible opportunity to further their studies. This policy was considered desirable for two reasons, viz., to avoid any possible complaint by the enemy which might be followed by the withdrawal of privileges enjoyed by British nationals in their hands, and to give internees the opportunity to employ their time usefully. The latter reason was of paramount importance as internees with no opportunity to employ their time usefully would either become demoralised by failure to exercise their minds, or would be inclined to plot escapes or cause other annoyances to staffs of camps. Internees were therefore encouraged at all times to participate in the educational activities available in their camps.

* It was recognised that instructors would have to be drawn from the ranks of the internees and that such instructors would tend to postulate nationalistic doctrines and patriotism. From time to time the scheme was criticised on that account; but such a defect was unavoidable and was best controlled by local camp authorities using their common sense.

3. Fees charged to internees for these examinations were the same as those payable by the public as it was considered undesirable to remit or reduce fees and so give interned persons an advantage over other students. Supervision was effected by University representatives who were given assistance by Educational officers at the camps.

4. At this stage it was decided to issue general censorship instructions regarding the education of internees, providing for facilities for self-study during hours of leisure and for tuition by fellow internees at the discretion of Camp Commandants, but ~~general~~ internees were not permitted, for security reasons, to undertake correspondence courses. The following regulations regarding the establishment of libraries at camps and the receipt of books etc. are quoted to give some indication of facilities available to internees at this time :-

Regulation 22 (1) "A library may be established at each internment camp.

(2) Subject to approval of the Camp Commandant, books received from representatives of the protecting Powers and authorised relief societies may be included in the libraries."

Regulation 37 (1) "Internees shall be allowed to receive books (other than books containing hostile sentiments or propaganda), music and small musical instruments, but consignments received by the post shall be examined by the Camp Commandant or an officer authorised by him for the purpose of this regulation, who may, at his discretion, withhold any book or piece of music from delivery to the addressee.

(2) All purchases of books and music by an internee shall be made through the Camp Commandant or an officer so authorised."

It will be noted that these regulations made no provision for books and music to be sent out of camps. This was considered undesirable for security reasons, and books could not therefore be received on loan or from lending libraries.

5. Early requests were made by internees for basic materials required for their studies, including pencils, blackboards, chalk and books etc., and Commands were asked to submit estimates of funds required for initial purchases of these requirements. An amount of £260 was approved for this purpose and further amounts were approved at later stages. When granting approval for the purchase of text books, care was taken to ensure that the most suitable types of books were chosen and for this reason purchases were to be made upon the advice of competent educational authorities. AAG(Education) was also asked to discuss with appropriate officers in Commands concerned, all matters relating to education projects at camps including the question of the acquisition of text books. By this means very useful libraries became available to the internees, most of whom availed themselves of the opportunity to learn.

6. To further assist in building up libraries, express approval was given for books from University and Public Libraries to be received at internment camps, provided :-

(a) such books were transferred to camp libraries;

(b) they were received and held on condition that they remained in the camp libraries until the camps were closed, when they were to be returned to the libraries from which they were originally issued.

7. As mentioned in previous Chapters of this report, certain classes of overseas internees not considered dangerous were granted special concessions. To assist these internees in their studies, they were also permitted to :-

(a) undertake approved correspondence courses,

(b) temporarily borrow suitable text books from University lending libraries,

(c) send examination papers out of their camps for correction.

8. Recognizing the desirability of improvement in the use of the English language among Italian internees, directions were issued that facilities for acquiring or improving their knowledge of that language should be made available and that they should be encouraged to pursue such studies. A few German internees expressed their desire to continue their study of the Japanese language, and permission was given for them to receive, subject to censorship, Japanese grammars which the Consul-General for Switzerland offered to supply for their use.

9. Late in 1941 a communication was received from the Commonwealth Forestry Bureau at Canberra asking whether the services of internees could be used in the translation of several scientific forestry publications in various languages. Internee volunteers performed this work satisfactorily and were paid the normal employment rate of 1/- per day which was charged to the Bureau with the cost of stationery used.

10. To consolidate all existing instructions relative to education of internees and to grant rights to internees to borrow and return books under conditions prescribed to ensure adequate security, a complete set of directions was issued early in 1944, vide Appendix "7" These directions remained substantially in force until the closure of the internment camps.

Education of children of internees.

11. The education of children of both overseas and local internees was undertaken as an important responsibility. Kindergarten and dining huts, equipped with diet kitchens, and a school building for the elder children, were erected at Tatura Internment Group, where members of families were held. Classes received instruction from suitably qualified persons selected from among the internees and were supervised by a Military Officer with high educational qualifications. Literary, scientific and general subjects were taught and the scheme proved most satisfactory.

12. For family reasons most of the children of overseas internees were retained in their camps but in several instances, with the concurrence of their parents, children under 18 years were transferred to approved schools and other institutions.

13. Japanese children held at Internment Camps were given similar facilities to those mentioned in paragraph 11 above, but were not released from internment to attend schools.

CHAPTER 14

DEATHS OF INTERNEES

1. In accordance with the expressed policy of the United Kingdom to apply to internees, as far as practicable, the provisions of the Prisoners of War Convention of 1929, burials of internees were conducted in the same manner as that prescribed for the burial of personnel of the Defence Forces, particular care being taken to ensure the permanent recording of graves and the recording of burials. Article 76 of the Convention required that prisoners of war who had died in captivity were to be honorably buried and that graves, which should bear the necessary indication, should be treated with respect and suitably maintained.

2. National Security (Internment Camps) Regulations provided (Reg. 46) for the holding of a Coronial Inquiry relative to the death of any internee from any cause other than in pursuance of a sentence of death passed by a competent court, and authorised the Camp Commandant to arrange for the funeral and burial.

3. The actual machinery of burial and the control of graves rested with Graves Registration, but it was necessary for the Directorate to issue certain administrative instructions on this matter to ensure proper handling of evidence and findings of coronial enquiries, proper notification of death, and reimbursement of the costs of burial under certain circumstances.

4. It was also necessary for the Directorate to co-ordinate the various instructions issued by Graves Registration, Second Echelon and the Directorate itself. Under no circumstances could any situation be allowed to exist under which conflicting instructions or the lack of instructions would cause errors in notifications to next-of-kin or failure to notify such next-of-kin of anticipated or actual death. A situation of this nature did in fact occur under which the next-of-kin of an internee was not informed of the serious illness of the internee, and after death some delay took place before appropriate notification was sent. Prompt action was immediately taken to prevent a recurrence. ~~of this state of affairs~~.

5. General instructions issued by "A" Branch (through the Directorate) in November 1944 were promulgated to consolidate the various directions previously issued and covered all aspects of this matter. A copy of these instructions is attached to the report as Appendix.. ~~X~~.. It will be seen that every effort was made in these instructions to ensure proper handling of coronial enquiries, and that reference was made on them to the Records Procedure as laid down by Second Echelon and contained in Records Procedure No. 54. This latter procedure covered all aspects of notifications for both local and overseas internees, and provided for the form of such notifications.

6. It is not proposed to deal very fully with this subject, as the Directorate was not primarily concerned with the actual arrangements for burials, but the following matters of interest are recorded:-

(a) The Commonwealth Government assumed responsibility for the burial of interned enemy civilians, the erection of wooden crosses and other appropriate memorials, the maintenance of graves and the completion of necessary records. In the case of interned enemy civilians sent to Australia from overseas at the request of other Governments, the Commonwealth reserved the right to recover the cost of such services from Governments concerned.

(b) Actual expenses of burial were limited to the following:-

(i) Supply and delivery of coffin;

(ii) Shroud (if required);

(iii) Cemetery fees;

(iv) Collection of remains;

(v) Use of funeral parlour, if necessary.

(c) As prescribed by Regulation 46 (1 B) of National Security (Internment Camps) Regulations, the costs of the funeral and burial of a deceased internee of non-enemy nationality were recoverable from his funds or estate.

(d) The question of disposal of the effects of deceased internees is dealt with in Part II Chapter 15. of this report, concerning the Property of Internees.

7. Because the death of an internee could always be misrepresented as due to ill-treatment by the Detaining Power it is noted that procedure for promptly reporting the death and for openly investigating and stating the cause should be most scrupulously observed. Deaths resulting from facticus fights amongst internees are likely to occur if internment is prolonged and can be a serious embarrassment to service authorities as they are invariably followed up by allegations of faulty segregation and oppressive treatment of minorities.

CHAPTER 15.

PROPERTY OF INTERNEES

1. The proper control of internees' property during their internment and the handling of claims made by them for alleged losses, were live issues at all times during the existence of internment camps. Regulations and Camp Orders on this subject needed to be supplemented considerably by carefully drafted administrative instructions to ensure proper care of property. Where losses occurred the Directorate was responsible to make all necessary enquiries and to make firm recommendations to the Finance Branch for payments of compensation.

2. The following deals only with the custody and control of property brought by internees to their places of detention. Property left behind by them at the time of apprehension was the responsibility of Security Service, vide Chapters 6 and 7 of this report.

REGULATIONS GOVERNING PROPERTY.

3. Regulations and Camp Orders governing the property of internees were :-

(a) Reg.14 - this made provision for search of internees and their baggage on arrival at internment camps, and for all property which they were not permitted to retain to be taken from them, a receipt given, and particulars recorded.

(b) Reg.16 - prescribed the action to be taken with this property and for it to be retained in a place directed by the Camp Commandant. This regulation also made provision for the safe custody and insurance of jewellery at the expense of the internees, and for lists to be made of all property, for signature by the internee concerned.

(c) Reg.25A - As mentioned in Chapter 4, paragraph 7, this amendment of regulations was necessary to limit responsibility for losses of property during movements of internees.

(d) Reg.41(g) - prohibiting internees from having in their quarters or possession any article in contravention of the Internment Camp Orders.

(e) Camp Order No.10, para 8 - stating the articles which internees could not retain in their possession.

(f) Reg.46 Sub Regs (2)and(3) - giving procedure for the disposal of the effects of deceased internees.

ADMINISTRATIVE INSTRUCTIONS

4. Limitation of quantity of baggage : A prime necessity was to limit as far as practicable the amount of baggage etc. that internees could bring with them to their internment camps. This could not be properly controlled in the case of overseas internees whose baggage was consigned with them on the ship bringing them to Australia. Many of these internees brought with them large quantities of goods and chattels which caused undue difficulties during transport to their camps, in the problem of storage at camps, and during inter-camp transfers. In respect of local internees it was realised that individual circumstances would vary considerably, and that no definite maximum of baggage permitted to enter camps with internees could therfore be set. Reasonable local restrictions were therefore imposed by Commands concerned, after consultation with their local Deputy Directors of Security, and express provision was made for the exclusion, as far as practicable, of bulky items such as furniture.

5. Recording of property : This was recorded on Form WF121A (Register of property) on which form the internee and the receiving officer endorsed their signature. Disposal of copies of these forms was prescribed by Accountancy Instructions Part V Chapter 1, vide Appendix 9, and by Directions for Records Procedure No 26 issued by Second Echelon.

6. Storage : The quantity of baggage held by some internees in their sleeping huts caused unhygienic conditions, congestion of space and difficulties in searching, and consequently approval was given for the erection at some camps of baggage huts outside Compounds for the storage of excess baggage. Detailed procedure for the handling of such baggage required careful attention to detail, provision being made for proper records, periodical inspections of the huts, access of internees to their baggage etc.

7. Regular checking of property : Directions were issued that at each internment camp and place where any internee's property was held, a physical inspection and check of such property and the records relating thereto, should be made during the months of June and December in each year. These inspections were to be made by officers holding appointments not connected with the camp or group of camps at which inspections were made. Officers charged with this duty were to submit a certificate of inspection, a copy of which was to be forwarded to Army Headquarters (for DPW & I). A mere certificate of checking was found unsatisfactory, and the checking officers were therefore asked to further certify whether the records required by Regulation 16(1) and 16(2) had been kept, were in satisfactory condition and up to date, and whether the lists of property prepared as a result of the checking agreed with such records. District Finance Officers of Commands concerned with the holding of internees took over responsibility for this checking of property in 1944.

8. Custody of valuables, etc.: To ensure safety of valuables, including jewellery and non-convertible currency, these articles were placed in bags or envelopes with the internees' number, name and contents clearly recorded on the outside of the package, and were certified, sealed and lodged for safekeeping at a suitable bank in the locality of the camp concerned. Cameras, binoculars and similar articles, which might be of use to any one of the Services, were forwarded to Command HQ and when any such articles were impressed, the proceeds were remitted to the Camp Paymaster for credit of the cash account of the internee.

9. Use of internees' property by Garrison personnel : In view of reports that certain garrison personnel at Internment Camps were using wireless sets belonging to the internees, a direction was issued that the use of an internee's property by garrison personnel should not be permitted, irrespective of whether the internee consented, or not.

10. Disposal of deceased internees' effects : In order to facilitate the handling of effects of deceased internees in accordance with Regulation 46, and to prevent losses in transit to the Prisoners of War Information Bureau, Camp Commandants were instructed to include in each package an inventory of the contents, to properly label and fasten packages, and where possible to enclose each in a hessian binding. As may articles of clothing and bedding were forwarded to the Bureau in an insanitary condition, approval was given for such articles to be washed and fumigated by internee labour before despatch National Security (Interment Camps) Regulations were amended by adding the following proviso concerning such items :-

> "Provided that, where at any camp any personal effects (being articles of clothing or bedding) of the deceased internee are of no substantial value, the Camp Commandant may, in his discretion and in such manner as he thinks fit, after consultations with the internees' representative at the camp, destroy or dispose of the articles or bedding". (Reg. 46(2))

These authorities did much to minimise congestion at the Bureau and the collection of useless or insanitary articles.

To further assist the Bureau in the performance of its functions, Regulations were amended to allow delivery to the person appearing in its records as the next of kin of a deceased internee of the effects of the deceased not exceeding in value the sum of £25, vide Reg. 46(3).

The machinery used at the Bureau to handle and dispose of deceased internees' property is referred to in the report of the Bureau which is included in this record as Part IV. Reference is also made to this subject in PART II Chapter 10, dealing with the property of PW.

11. Baggage to be taken by internees on repatriation : A statement of Empire policy on this question is attached to the report as Appendix 10. In ~~actual~~ practice it was not found necessary to restrict to any great extent the actual quantity of baggage to be taken by internees on embarkation, but provision had to be made for limitation of funds, storage and recording of baggage not carried by them, and the custody of the latter. These matters are covered in instructions issued for each shipment as referred to in PART I Chapter 18. Surplus baggage of repatriated internees was disposed of as stated in PART II Chapter 10 dealing with the property of PW.

12. Disposal of parcels received for deceased and repatriated internees : On receipt from the postal authorities of lists of any such parcels, the Bureau requested their despatch to camps in which internees of the same nationality were held. Where possible the camp specified was that in which the deceased or repatriated internee was held. The following action was taken at the camps :-

(a) Contents, other than articles of personal nature or articles of value, were distributed among indigent or sick internees of the same nationality as the addressees.

(b) Articles not distributed were forwarded to the Bureau, each parcel being marked with the name and address of the addressee, and if known, the sender.

(c) The Bureau forwarded these articles to the International Red Cross Delegate in Australia for disposal by return to the sender or as appropriate in the circumstances.

CLAIMS BY INTERNEES FOR LOSSES OF PROPERTY.

13. It was the constant aim of the Directorate to minimise all possibility of claims by internees for compensation in regard to losses of property at camps or during transfers, and no opportunity was lost to impress on camp staffs the absolute necessity for scrupulous care and attention to internees' belongings. However, the circumstances under which many internees were apprehended in Australia, or received from overseas, were such that it was inevitable that claims would be made. Furthermore, the tendency of certain types of garrison personnel, ships' escorts and others, to treat internees' property as good spoil led to many petty thefts. Some of the major claims made by groups of internees are referred to hereunder as matters of interest to the reader.

14. Losses of United Kingdom Internees on the "Dunera" : Considerable losses occurred on this vessel during the voyage to Australia. The Australian Army was in no way responsible as British escorts were used, but some time was occupied in collecting and collating claims from the internees involving the sum of nearly £40,000. These were referred to the United Kingdom authorities through the Army Finance Branch in Australia, and most claims were settled in full.

15. Losses by Straits Settlements Internees during transit to Australia.

These internees were transferred to Australia on H.M.T. "Queen Mary" which arrived in Sydney in September 1940. Complaints accompanied by claims for substantial sums as compensation, were lodged by the internees, alleging losses of personal effects and valuables at some stage between the impounding of their goods and chattels at Singapore and their arrival at Tatura, Victoria. As investigation proved that no responsibility could be definitely placed on the Australian authorities for loss after disembarkation, claims totalling approximately £200 were forwarded through the Home Office Representative to the Colonial Office for consideration and settlement.

16. Losses by Iranian Internees.

This group of internees was sent to Australia on the S.S. "Rangitiki" in November 1941. The Officer in charge of the ship's escort advised on arrival that he was forwarding to Army Headquarters in India proceedings of a court of inquiry concerning alleged losses or pillage of internees' baggage prior to arrival at Bombay, and that he would personally deliver claims by the internees on his return. The internees furtner alleged after arrival that 1,059,073 rials and 32, 343 American dollars were taken over from them at Basra. These funds had not been transferred to Australia, and steps were taken to secure transfer. Delay in transfer caused some embarrassment as it provoked unfavourable comment of the Protecting Power Representative and the International Red Cross Delegate in Australia. The funds were ultimately received and distributed through the Finance Branch. Various minor claims were made by these internees for papers and property left in Iran, and these were referred to India without any great success, as in practically all cases answers were received that property belonging to the internees had been taken with them on transfer and no trace could be found of the missing articles.

17. Losses of Japanese Internees apprehended in Western Australia:

Immediately after the outbreak of war with Japan, approximately 200 Japanese nationals on the north-west coast of Western Australia were apprehended by civil police as a preliminary to their being taken into custody for detention as internees. They were lodged in custody at Broome and at three other ports where local facilities were primitive and official personnel few in number. Personnel of an Infantry Unit were used to escort them to Perth. The state of tension which existed at that time undoubtedly caused the sundry possessions of the Japanese to be regarded as of little real importance, and many claims were later submitted by them for losses. On interrogation by an officer of the Directorate these were reduced from £1,550 to £535, and further investigations in an effort to establish responsibility were unsuccessful. Ministerial and Treasury approval was therefore given for settlement of the claims.

18. Losses by Italian Internees from Western Australia :

Following upon extensive searches conducted early in 1942 at the Harvey Internment Camp in Western Australia, during which large quantities of prohibited articles valuables etc. were found in the camp, claims were submitted by the Italian internees for missing property. A full investigation was ordered. The investigating Officer appointed submitted a report considered unsatisfactory and an officer of the Directorate further investigated the matter. It was, however, considered impossible to assess the validity of the outstanding claims especially as they arose partly because of widespread illegal activity in the camp. Claims related mainly to articles in the possession of internees who no doubt contemplated revolt with violence, and as no proper records had been kept, the only alternative was to request the internees to submit statutory declarations for consideration. Some internees concerned had been released before enquiries had been completed, and these persons were asked to submit declarations through Command Headquarters concerned.

The Minister approved of a recommendation that ex-gratia payments be made on the basis of 50% of each claim subject to certain defined definite reductions, and ~~this recommendation was accepted~~. The amount involved in these claims was not great, but the investigation was prolonged and required careful handling.

PROCEDURE FOR HANDLING CLAIMS.

19. The Directorate was responsible for the investigation of claims by internees for compensation and completed all necessary enquiries through Command HQ concerned up to the stage that definite responsibility was established, values fixed and a recommendation could be made for settlement and the basis of such proposed settlement. The advice of the Legal Service was sought when necessary to ensure that responsibility was clearly fixed and a recommendation was finally forwarded to Finance Branch for further consideration and reference to the Minister, if concurred in. The Finance Branch then became responsible to obtain Ministerial consent, to refer where necessary for Treasury approval, and to make settlement.

ACTION ON CLOSING OF CAMPS

20. Instructions concerning action to be taken in regard to internees' property remaining at camps after the departure of all internees are contained in an amendment to Accountancy Instructions PART V Chapter 1, vide Appendix 11.

CHAPTER 16

FUNDS OF INTERNEES

1. The various Regulations dealing with money taken from internees on their arrival at Internment Camps or received for them during their internment need not be dealt with fully here. They are precise and permit of no misunderstanding but their implementation in practice called for detailed instructions on general procedure and specific problems relating to books of account, releases, transfers overseas etc. In order that the reader may refer when necessary to these Regulations and orders, they are listed below:-

Subject	Regulations	Camp Order
Definition of money	3	
Action taken on arrival of internee	14	No.10 para 7(3)
Opening of cash account and Trust Account	15	No.10 para 9
Withdrawals of cash by internees	15	No.10 para 9(4)
Audit of accounts	15(6)	
Transfers of money to new camps	25(3)	
Extraction of money from mail	35(2)	
Restrictions on money etc to be held by internee		No.10 para 8(4)& (6)
Prohibition against holding of unauthorised money	41(2) (ga)	
Action on discovery of unauthorised money	41A	
Opening of special accounts	42(7)	

2. Accountancy Instructions to supplement these directions were issued through Finance Branch. These were carefully checked by the Directorate before issue. It was not until 1945 that a firm set of instructions were issued, vide Appendix 10, under the title of "Accountancy Instructions, Part V Chapter 1," and these were found to be of great assistance to camp staffs.

3. Directorate action was necessary to issue certain directions regarding special problems arising during the period of detention of internees in Australia. The more important of these are covered in the following paragraphs.

CONTROL OF INTERNEES' FUNDS.

4. Information received from time to time indicated that in some instances proper control was not being exercised in respect of the use of internees' funds. It was therefore expressly directed that approval for expenditure of an internee's funds under Camp Order No.10 para 9 should not be given by an authorised officer without full consideration of the reason for the proposed expenditure and the person or firm etc to whom the payment was to be made. To guide such officers the following general instructions were given :-

(a) Internees should not be permitted to expend or invest funds held at their credit at internment camps in the purchase of luxury articles such as watches exceeding the value of £2, jewellery, fitted suitcases, cigarette cases of a value exceeding £1, cameras and other valuable articles not of a necessitous nature.

(b) Authorised officers should not give consent for withdrawal from internees' accounts of funds for the purchase of such articles nor should these articles be stocked or offered for sale in canteens at internment camps.

FUNDS FOR INTERNEES FROM REPRESENTATIVES OF PROTECTING POWERS.

5. In view of the policy referred to in Part I Chapter 8 of this report, in respect of the transmission of names and particulars of internees to enemy governments, it was essential at all times to ensure that unauthorised lists of internees were not sent direct from camps to protecting Power representative This was particularly necessary in regard to lists of persons to participate in funds as in many cases the funds were intended to be paid to internees professing allegiance to enemy governments The instructions issued in this respect are dealt with in Part I, Chapter 8 (paragraph 7).

DISTRIBUTION OF JAPANESE RED CROSS FUNDS.

6. The International Red Cross Delegate in Australia advised in 1942 that he had certain Japanese Red Cross funds in his possession and desired lists of indigent Japanese internees showing gifts that they desired him to purchase for them from these funds. As full lists of Japanese were not to be made available pending reciprocity by Japan in connection with Australians held, a direction was issued that lists prepared by internees would be sent to the Delegate only after deletion of names thus leaving only the internees' identification numbers and particulars of their requests. Provision was made for gifts to be addressed to internees by these numbers, for receipts to be obtained from internees for gifts received, and for a certificate to be sent to the Delegate stating that delivery had been effected.

TRANSFERS OF FUNDS BETWEEN GERMAN INTERNEES.

7. German internees from Iran made requests for permission to make numerous transfers of money between accounts at their camps but as it was impossible to establish the bona-fides of proposed transfers, and any general approval would be most undesirable, directions were issued that any such transfers would be restricted to £2 per month in respect of each individual transfer. Commands were further instructed to grant approval for transfers only if it could be reasonably established that an obligation rested on the transferor to assist the transferee.

TRANSFERS OF MONEY TO ITALY.

8. Advice was received from the Commonwealth Bank in 1945 that civilian internees could be permitted to make sustenance remittances to close relatives and dependants resident in specified Italian territories at the rate of £30 (English) per month to any one beneficiary with a maximum of £100 ~~per month~~ to any one beneficiary. It was necessary to issue directions for the completion of appropriate Exchange Control forms by internees who desired to effect such transfers and to provide that:

(a) any application for transfers which would reduce any account to such balance as would render the internee eligible to receive free issues of clothing or free hospitalization etc., should not be sent to the bank, and

(b) the Bank should make all decision as to whether transfer should be permitted.

9. This temporary arrangement was revised in Nov. 45, when the Commonwealth Bank advised that all future applications would be considered individually on their merits and approval would be given only when justified by proof of real hardship or that a continuation of pre-war practice was involved. Subject to the approval of the Bank, remittances were permitted to be made, as from 1 Nov. 45, to all provinces of the Mainland of Italy, Sicily, Sardinia, and the Islands adjacent thereto.

WITHDRAWALS FROM SEPARATE CASH ACCOUNTS.

10. Difficulties were encountered in connection with necessary withdrawals of monies from funds placed to an internee's separate account pursuant to Regulation 41A as in some instances these monies were required to enable payment by internees concerned for clothing issues etc. when their operative accounts did not exceed £5. Action was therefore taken to have an authority signed authorising every officer holding the office or performing the duties of the office, of Commander of a Lines of Communication Area (later Command), to consent to the withdrawal or use by an internee of the whole or any portion of such funds.

ACTION ON CLOSING OF CAMPS.

11. Instructions concerning action to be taken in relation to any balances remaining in cash accounts after the closing of camps are contained in an amendment to Accountancy Instructions Part V, Chapter 1, vide Appendix 11.

CHAPTER 17

VISITS - TO AND BY INTERNEES

1. This subject can be treated to advantage under several separate Sections. The main problem was the proper handling of visits by relatives and friends to internees, but of no less importance from the aspect of International relations was the careful control of visits to camps by Representatives of Protecting Powers, Official Visitors, the International Red Cross Delegate and religious and welfare representatives. There was a tendency at all times for these types of visitors to interest themselves in matters beyond the scope of their normal functions and under these circumstances a considerable amount of diplomacy and tact was necessary, combined with sufficient firmness to ensure that they limited their activities to carefully defined matters.

2. The majority of authorised visitors invariably maintained a direct personal contact with the Directorate and were prepared to discuss freely the complaints of internees or other questions of conditions or procedure etc. In this way many problems were disposed of to their satisfaction without the delay of correspondence and protracted enquiries. By careful attention to detail and prompt handling of urgent matters raised by them a most satisfactory relationship was fostered and maintained. The courteous treatment of all such visitors, including the provision of Army transport and of meals was found to be essential, both to enable the visitors to perform their official functions and to maintain cordial relations with them.

Visits to Internees by Relatives and Friends.

3. Authority for permitting visits to internees was contained in Regulation 29 of National Security (Internment Camps) Regulations, which reads :-

> "Internees may be allowed to see visitors at such times and under such conditions as are specified in the Internment Camp Orders or the Camp Rules, but the Camp Commandant may, in exceptional circumstances, permit an internee to see visitors at other times."

Internment Camp Order No.10 (para 32) provided for such visits, with the approval of the Camp Commandant, once in each week, or more frequently in exceptional cases.

4. Throughout Australia, the friends and relatives of internees were quick to take advantage of this privilege and in a few instances abused the right by passing or attempting to pass to internees information or articles which might assist their escape. For this reason it was necessary to ensure strict supervision of visitors. In the early stages of the war it was not considered sufficient to merely ensure compliance with the various conditions laid down in para 32 of Internment Camp Order No.10; it was also felt essential to prevent unauthorised articles being passed to internees by erecting wire grilles in all visitors huts at internment camps. Permission was given later for the partial removal of these wire grilles subject to the following conditions:-

(a) Interviews should be permitted to take place at tables under supervision.

(b) Internees or their visitors who in the past had offended against rules governing interviews or who later offended against those rules could be required, at the discretion of Camp Commandants, to hold their interview through grilles.

(c) When the Camp Commandant considered that there were security reasons connected with an internee and/or a visitor which rendered it desirable that an interview should be held through the grille, the Camp Commandant could so direct.

5. As provided in Camp Order No.10(para 32) the normal period for a visit was one half-hour. However, as many visitors were obliged to travel long distances at infrequent intervals, Camp Commandants were directed to exercise with leniency their discretionary authority in respect of the duration and frequency of visits. Thus it was not uncommon for visitors from a long distance to be granted permission to visit internees for one or

two hours on several consecutive days. The maximum time allowed had of course to be consisteht with the control capacity of the camp.

6. While there were some variations in practice at different camps, the following is a general guide to the policy adopted regarding numbers and frequency of visits :-

(a) The number of visitors during any one day were regulated according to the availability of interpreters required to handle them and to the space and other facilities available at camps.

(b) Visits were permitted on public holidays but when large numbers came to a camp on such days it was sometimes necessary to restrict visits strictly to half-hour periods in order that all visitors would have an opportunity to interview the internees.

7. As an illustration of the problems which confronted Camp Commandants in handling visitors, during the 1941 Christmas week, at one internment camp, no less than 300 visitors were dealt with. This involved improvisation of facilities which were normally more than adequate for their purpose, the working of long hours by members of the guard, and great pressure on interpreters.

8. It will be observed that Camp Order No.10 (para 32(4)) made suitable provision for visitors to visit internees in the camp infirmary and provided for suitable security precautions during such visits. This Order also gave internees charged with offences other than disciplinary offences the right to be visited by their solicitor (para 32(6)).

Official Visitors to Internment Camps.

9. The functions of Official Visitors, arrangements for their visits to Internment Camps and action taken on their reports are fully dealt with in Part I, Chapter 9, ~~of this report~~.

Visits by Representatives of Protecting Powers.

10. Consuls General and their authorised representatives duly accredited as representing the interests of enemy governments were accorded the status of representatives of Protecting Powers in accordance with the relevant provisions of the Prisoner of War Convention 1929, and could so act in relation to internment camps and internees.

11. They were permitted to enter compounds and to interview an internee, if he so consented. Conversations were as a general rule permitted to take place without witnesses but in respect of any particular internee the Camp Commandant could require that all conversations with the representative be held in the presence of an officer or a member of the guard.

12. As reports by the representatives were communicated to enemy governments, a direction was issued that while officers should give all reasonable assistance to the representatives in the performance of their duties, great care should be exercised to avoid expressing opinions or making any statements to them which might constitute admissions of defects, shortages or of conditions which might be considered unsatisfactory. It was apparent that such statements could create a wrong impression in the mind of the enemy and might be used as a basis of retaliatory action against British internees and prisoners of war held in enemy countries.

13. Camp Commandants were instructed to submit a report on each visit by a representative, to the appropriate Command HQ concerned, including therein all matters adversely commented upon or suggestions made by the Representative and of any action taken or recommended. Commands took all necessary action on these reports, including reference to Army Headquarters for direction where necessary. The representatives themselves assisted greatly by visiting the Directorate immediately after they had discussed problems with the Commands concerned, and thus many contentious matters were cleared up before any reports were prepared by them for transmission to enemy governments.

Visits by International Red Cross Delegates

14. The International Red Cross Delegate in Australia was authorised to visit internment camps for the purpose of observing conditions and reporting thereon to the International Red Cross Committee at Geneva.

15. The Delegates were accorded facilities for visiting camps similar to those stated above in respect of Representatives of Protecting Powers. They were permitted to discuss matters relating to conditions in camps with Commands and Camp Commandants. Opportunity to offer suggested amendments to proposed reports to Geneva was given to the Directorate at all times and in this way several misunderstandings which may have resulted in serious repercussions abroad were avoided.

Religious Visitors.

16. Heads of Religious denominations (including Lutheran)and one Deputy in each State were permitted to visit internment camps and to enter compounds. Their activities were strictly confined to the spiritual welfare of internees and were not to embrace enquiries regarding conditions in camps. Local clergy representing denominations, other than those of chaplains attached for duty at internment camps, could be permitted, at the discretion of Camp Commandants to perform the same functions as chaplains. They could enter compounds only for the express purpose of religious ministration.

17. Visits to camps by representatives of the Religious Society of Friends (Quakers) acting in that capacity were not permitted unless Quakers were interned in the camps concerned. Any such visits were arranged outside compounds after reference to the local Deputy Director of Security.

Representatives of Welfare and similar Organisations.

18. Commands were given authority to approve of representatives of bona fide welfare organisations visiting camps for the purpose of

ascertaining the welfare requirements of internees with a view to supplying same. Except in the case of YMCA representatives, they were not permitted to enter compounds but were permitted to interview representatives of the internees under conditions determined by Camp Commandants.

19. The activities of representatives of welfare and similar organisations was confined strictly to matters connected with welfare and which were within the objects of their respective organisations.

20. YMCA representatives were permitted to enter compounds solely for purposes directly connected with spiritual, recreational and educational facilities, but subject to the following conditions:-

(a) Any YMCA spiritual activities were not to conflict with functions of camp chaplains.

(b) Reports of representatives were not to deal with matters of camp conditions or administration.

(c) Representatives while inside compounds were always to be accompanied by officers.

Visits by Internees to dying members of families.

21. On humanitarian grounds, Commands were authorised to grant permission, subject to certain conditions, for an internee to visit an uninterned member of his family who was seriously or critically ill. This permission was not granted unless there existed a reasonable probability of death, and as a general rule, was restricted to visits to a wife or child of an internee. The period of the visit was limited to the time of death or until the period of crisis had passed.

22. Definite procedure was laid down for these visits in the interests of security, including checking of the condition of the patient before approval, the withholding of permission if the location of the sick relative rendered it difficult or undesirable that the visit be made, and reference of all proposed visits to Deputy Directors of Security. Interned husbands or fathers who were in a position to

meet the cost of a visit including the cost of the escort were informed prior to movement that they would be required to meet such cost, and an appropriate written undertaking was obtained. Where funds were not available the costs became a charge against public expense.

CHAPTER 18.

TRANSFERS OF INTERNEES.

A. - Transfers between camps etc. in Australia.

1. The Directorate was responsible for the issue of general authorities for all movements of internees within Australia. These authorities or directions were supplemented, where necessary, by "Q" Movement instructions, "F" Finance instructions and, ~~where necessary by~~ Ordnance instructions for provision of clothing etc.

2. Regulation 25 of National Security (Internment Camps) regulations set out the following statutory requirements :-

"(1) Internees who are sick shall not be transferred from one internment camp to another if their recovery might be prejudiced by the journey, except in cases where such transfer is necessary for military reasons.

(2) In the event of transfer, internees shall be officially informed in advance of their new destination, and shall be allowed to take with them their personal effects, their correspondence and parcels which have arrived for them.

(3) All necessary arrangements shall be made so that correspondence and parcels addressed to their former camp shall be sent on to them without delay, and sums credited to their cash accounts or bank accounts shall be transmitted to the Camp Paymaster at their new camp so that they may be credited to the corresponding accounts at that camp."

3. In practise it was found that a particularly large number of inter-camp transfers were necessary, the main classes being :-

(a) Transfers between staging camps and permanent camps.

(b) Transfers between permanent camps for the purpose of segregation.

(c) Transfers on closure of individual permanent camps.

(d) Transfers of incompatibles.

(e) Transfers after marriage or to bring members of families together.

(f) Transfers of internees to permit hearing of their appeals against internment.

(g) Transfers of individual internees for special purposes such as sickness of family, appearance at court or to sit for examinations etc.

(h) Transfers of internees after their release.

4. To avoid, as far as practicable, the necessity to issue full detailed instructions concerning each transfer, and to give Commands right to arrange specified transfers of a routine nature without reference to Army Headquarters, Standing instructions were issued in 1942. These incorporated the policy and practice as set out in the following paragraphs.

5. Permanent transfers between Command Areas : These were made only with the prior approval of Army Headquarters, appropriate recommendations being submitted by Commands. As a general rule internees were not recommended for transfer before the hearing of their appeals. Transfers of members of a family and of close relatives to bring them together in one camp were considered desirable and recommendations for any such transfers between Command Areas were usually approved. However, single males of 18 years and over were not usually accommodated with female members of their families at family internment camps.

6. Arrangements for permanent transfers : The following arrangements were observed when making permanent transfers :-

(a) Internees were accompanied by their baggage, nominal rolls and other documents (if any) in respect of Aliens as required by Aliens Control Regulations. Receipts for the internees' baggage were given and taken when accepting and relinquishing responsibility.

(b) Any available security information relating to the internees was forwarded by mail to HQ Commands accepting the internees.

(c) Transfers of internees' funds, valuables etc. were effected with the least possible delay.

(d) All internees were given at least 24 hours notice of their intended transfer.

(e) Appropriate medical arrangements were made in respect of the transfer of any sick internee certified by a Medical Officer as fit to travel.

(f) One or more wardresses, as appropriate, were included in escorts of parties containing female internees and children.

7. Temporary transfers between Command Areas :

Temporary transfers between Areas for the purpose of the hearing of appeals, or to give internees the opportunity to visit dying members of their families (vide Para 1 Chapter 17) could be arranged direct between Commands concerned provided that internees ~~concerned~~ were returned to their permanent camps as soon as possible.

8. Movements between Command Areas :

In order that appropriate movement arrangements could be made for parties of internees exeeding 20, no such party coming within the approval of para 7 above or authorised by Army Headquarters under para 5, could be moved between Command Areas without proper approval from Movements at Army Headquarters. It was the responsibility of Commands initiating such movements to obtain the necessary approval and to provide appropriate escorts.

9. Inter-camp transfers with Command Area :

HQ Commands were given discretion in arranging transfers of internees between camps within their own areas, for the purpose of effecting harmonious segregation or to correct errors in segregation. It was expressly provided however, that the bona-fides of representations for such transfers should be thoroughly investigated before approval and that no large scale inter-camp transfers were to be effected without the prior approval of Army Headquarters.

10. Advice to Deputy Directors of Security

In order that Security Service could maintain proper records, HQ Commands informed local Deputy Directors of Security of all transfers of internees into and out of their Areas. Advance information was supplied regarding proposed outward transfers in order to avoid dislocation of arrangements for the hearing of appeals.

11. Comments

While the standing instructions to Commands were satisfactory they would not be treated as complete in respect of any particular transfer, as the circumstances of movements varied and some required much detailed attention. Approvals issued were sometimes involved

to ensure security or to avoid any possibility of misunderstanding, but in each case reference to the standing orders avoided some unnecessary reiteration of routine procedure. In general, the many transfers effected within Australia were free from any difficulties except the problem of losses of property during movements and this problem was overcome to some extent by the amendments of Regulation 25, vide Part I Chapter 4 (para 7(b)).

8.- Transfers of internees overseas.

12. No standard instructions could be issued in respect of movements of internees to overseas destinations as much depended upon the reason for transfer, the composition of parties, the provision of escorts, and the destination to which they were to be transferred. The following paragraphs give only a general guide to the usual precautions taken in respect of such transfers.

13. The main problem was the proper recording and care of baggage and personal effects. In respect of early transfers of United Kingdom internees for return to the United Kingdom or for transfer to other destinations overseas, provision was made for the internees to be accompanied by their baggage, valuables, list of valuables and nominal rolls, and for receipts and clearances to be obtained for these before embarkation. However, when internees were transferred to reception camps overseas with a view to repatriation it was considered necessary to make full provision for more adequate recording of property. Impounded personal effects were addressed to the Commandant of the Receiving Camp and were placed in packages marked with internees' numbers names and inventories of contents and strict precautions were taken for the care and custody of property during all stages of transfers.

14. Provision was also necessary in each instruction issued for disposal of internees funds and for amounts to be taken with them for use on the voyage in accordance with Treasury approvals. Accountancy Instructions give procedure for the disposal of the funds of internees on transfer overseas, vide Appendix [illegible]

15. Other matters covered in instructions issued for movements of internees overseas were :-

(a) Clothing - Internees were permitted to take with them their own clothing and those entitled to free

issues were given such further issues as would ensure that they each possessed at least one complete outfit of clothing.

(b) Searching -

Internees included in drafts were thoroughly searched and all baggage searched prior to embarkation.

(c) Mail -

Every effort was made to have all mail matters for internees delivered to them before embarkation. Where this was not practicable the mail was forwarded to the Prisoners of War Information Bureau for disposal.

(d) Hospital & Stretcher Cases -

Appropriate arrangements were made for the care and attention of hospital and mental cases embarked.

(e) Detention Cases -

Internees undergoing disciplinary detention could be included in drafts for embarkation and such detention would then be terminated 24 hours before their transfer from camps.

(f) Blankets & Messing Gear -

Internees were usually issued with two blankets in good condition and appropriate messing gear for use on the voyage.

(g) Escorts -

Commands were asked to nominate escorts where these were considered necessary, and were asked to give reasons for selection. Final approval by Army Headquarters was essential.

(h) Documents -

Provision was made for identity documents, statements of account, nominal rolls of internees, impounded currencies and personal effects and of baggage not carried by the internees themselves.

16. As it was imperative that no publicity should be given to impending transfers overseas, no dates of movements were given to internees until immediately prior to movements and each transfer was treated as secret.

17. Experience with the receipt in Australia of parties of internees accompanied by faulty nominal rolls, incomplete lists of property etc. demonstrated the importance of careful organisation for these transfers and Commands were directed to take all possible action to ensure that transfer arrangements proceeded smoothly and that internees were not given any justifiable grounds for subsequent complaint .

CHAPTER 19.

RATIONS OF INTERNEES

1. The basis of the rations of internees was provided by National Security (Internment Camps) Regulations, regulation 18(1) of which reads :-

> "The food ration of adult male internees shall be equivalent in quantity and quality to that of the soldiers at the internment camp, and sufficient drinking water shall be supplied to them".

2. Practice in the United Kingdom was that internees should not receive more than members of the civil population, it being considered that there was no obligation to apply Article XI of the Prisoners of War Convention of 1929 to civilians. Germany consistentl evaded giving information as to whether the ration scales of their Depot Troops was the same as civilians, but it was known almost definitely at the time that the troops received a higher scale than civilians. Prisoners of war held by the Germans received rations on the civilian scale and this was a definite breach of the Convention.

3. The Japanese, in replying to United Kingdom representation concerning application of the Prisoners of War Convention to prisoners held by them, stated that while they were not bound by the Convention they would observe its terms "mutatis mutandis" and that as regards food rations they would "take account of national and racial customs on the basis of reciprocity".

4. After considerable discussion on the subject, a solution to the complicated problem of ration scales for both prisoners of war and internees was found. Under this the Australian scale of ration (military) was accepted as a basic standard issue of maximum cost. A suitable standard ration scale for each nationality within the commuted ration value of the Australian standard ration was then to be devised under the following procedure :-

(a) In consultation with camp leaders, quantities of each item were adjusted to suit the requirements of each particular nationality.

(b) Alternative commodities were then substituted where necessary to suit the nationality of the group concerned.

(c) In regard to children, scales were devised based on the approved national scale and the scales laid down for hospital duties in M.F.R. & I.

5. Once a standard national scale was fixed by the above process it remained constant unless any commodity in it was unavailable or in short supply, when suitable equivalents were issued through Supply Service.

6. It should be noted that care was taken to apply to internees the civilian ration scales for tea and sugar as it was considered undesirable that any complaints should be made that the internees were receiving better treatment through application of military scales to these items.

7. For information, it is noted that the form of variation in most alterations to standard rations was a reduction in the quantity of meat and the substitution of farinaceous and bulkier foods. As a result the actual quantity received by them was at least the equivalent or exceeded the rations of garrison personnel.

8. In accordance with Regulation 18(2), internees were given facilities to prepare for themselves such additional articles of food as they may possess. They were provided with kitchens in each compound and were employed in their own cooking of rations. The internees showed great interest in this work. They took great pleasure in supplying to military personnel visiting compounds cups of tea and coffee with special cakes, scones etc. No collective disciplinary punishments affecting food were permitted vide Regulation 18(4).

9. While all general instructions concerning rations for internees were issued through the Quarter-Master General's Branch,

the Directorate's advice was constantly sought and the policy adopted in making all recommendations was to observe as closely as possible the regulations providing for rations on the same scale as depot troops, while at the same time avoiding possible grounds for complaint by the civilian population.

10. Although ration scales for non-European internees can be drawn up with due regard for their national diets, care should be exercised to ensure that such diet scales do not continue to include commodities which become very scarce as a war progresses.

CHAPTER 20.

CLOTHING FOR INTERNEES

1. National Security (Internment Camps) Regulations permitted internees to wear their own clothing, to arrange for the necessary replacement of articles of attire. (Reg 17). Provision was also made for the issue of clothing and necessaries to any internee in need of them.

PROCEDURE.

2. The issue of appropriate scales of clothing and necessaries for internees was the responsibility of the Master-General of the Ordnance. The Directorate was interested only to the extent that it was necessary to ensure that the Convention was applied as far as practicable to internees in accordance with Empire policy. For this reason close liaison was maintained with the MGO Branch and where necessary administrative instructions were issued by the Directorate to facilitate or explain implementation of policy.

3. Under the various scales provided, and referred to later, the general conditions of issues to internees were :-

(a) Issues and replacements were to be made only to internees in need of them and not in possession of the same or similar articles in a satisfactory condition, except that any internee could obtain additional issues or replacements at the discretion of the Camp Commandant, on repayment at prescribed rates.

(b) If the funds of an internee did not exceed £5, issues or replacements were to be made free of charge.

(c) Where an internee had sufficient funds in excess of £5 with which to pay for the full cost of an issue or replacement at the rate prescribed in scales, he was to be debited with the full cost.

(d) If he had insufficient funds in excess of £5 with which to pay for the cost of an issue or replacement he was to be debited with such part of the cost as would reduce his funds to £5.

(e) In no circumstances were the funds of an internee to be reduced below £5 by debits for issues or replacements.

4. It will be realised that Camp Commandants were called upon to exercise care when authorising withdrawals from internees' cash accounts to ensure that they were not without good cause placed in the position of being unable to pay in full for issues or replacements

5. When an internee was to be transferred from one Internment Camp to another camp or place of detention lists were to be prepared of all issues and replacements in the possession of the internee at the time and a copy sent to the Officer-in-Charge of the camp or other place to which the internee was being transferred, with advice as to which articles were to accompany the internee and which articles were being disposed of.

6. Provision was also made for charges in respect of part-worn articles issued to be half of the standard charges shown in scales of issue.

7. Scales of issue covered the following :-

(a) Issues to females and children, covering all essentials including needles, cotton, thread and buttons etc. Overcoats and warm underclothing were issued promptly to internees arriving from such places as the Straits Settlements etc.;

(b) Issues to adult male internees, including working jackets and trousers, safety razors etc.;

(c) Issues of dyed part worn clothing.

8. Special precautions were found necessary to prevent the wearing of khaki clothing by internees, for security reasons. For this reason, directions were issued that internees would not be permitted to purchase possess or wear khaki clothing, and that khaki clothing was not purchased or sold in canteens. Arrangements were made by Commands for the dyeing to a burgundy shade of any such clothing in the possession of internees or stocked by canteens.

9. For security reasons, the retention of burgundy dyed clothing by released internees, or by next-of-kin in the event of death, was considered undesirable and arrangements were therefore made for the withdrawal of such clothing from the possession of released internees or included in the effects of deceased internees. In these circumstances standard rebates were credited to relevant accounts, calculated on a basis of the estimated life of the clothing when issued and the number of months it had been used.

10. As it was considered that released internees should be provided with a reasonable civilian clothing, authority was given for the free issue of a civilian suit and hat to any internee who was not in possession of a reasonable quantity of clothing to enable ~~them~~ to travel, and whose funds did not exceed £5. The rebate in connection with part-worn dyed clothing, referred to in para 9 above, was not allowed when free issues of civilian clothing were made on release.

11. Under arrangements with the United Kingdom authorities, United Kingdom internees in necessitous circumstances who were being returned to that country were provided with additional clothing for the voyage as considered reasonable. Expenditure on such clothing was not ~~to~~ exceed £10 for each internee concerned. A free issue was made to internees whose funds were less than the equivalent £2(sterling) and internees with funds in excess of that amount were charged only such portion of the cost as would leave them in possession of the equivalent of £2 sterling.

12. It should be noted that internees were permitted to wear their own civilian clothing at all times and that in cases where they desired to make purchases of suitable clothing from outside sources they were authorised to do so on signature of an order to the supplier and approval by the Camp Commandant.

CLOTHING RATIONING

13. On the introduction of clothing rationing in Australia in June 1942 immediate instructions were issued by the Directorate for procedure to be adopted in connection with civilian internees. Internees held on 15 Jun 1942 were eligible to receive ration books on the same scale as Australian citizens and arrangements were made by Commands concerned to obtain necessary books from Deputy Directors of Rationing on production of ~~necessary~~ identity documents.

14. It is not proposed to deal in details with procedure in connection with rationing, but the following more important aspects are recorded :-

(a) Books of internees were held by Camp Commandants and full records were maintained ~~in respect of each book~~ in respect of all purchases made on ~~the~~ each internee's behalf.

(b) Internees could obtain normal issues of rationed items on surrender of the requisite number of coupons, but no coupons were withdrawn in respect of issues of part-worn clothing.

(c) Other purchases could be made through Canteens or from Civilian supplies in accordance with regulations, subject to surrender of appropriate coupons.

(d) Coupons in respect of issues were disposed of by each Command in accordance with arrangements made with the local Deputy Director of Rationing, and those for purchases through canteens were handed to Canteens Services for disposal.

(e) Internees apprehended after 15 June 42 were required to hand over part used ration books on arrival at camps.

(f) On release, internees were handed their ration books against receipts signed by them.

(g) Ration books and records were transferred with internees being moved from one camp to another and receipts obtained from new Camp Commandants.

(h) Where internees were received in a destitute condition Commands made application, if necessary, to Deputy Directors of Rationing for special issues of coupons, but normal essential issues were of course made immediately on arrival.

15. To properly administer this matter, approval was given for the appointment of one Staff Sergeant to each internment camp, to be responsible to the Camp Commandant for the compilation of records etc.. Careful attention was given to the choice of these personnel.

16. Internees were thus treated liberally in respect of clothes rationing and under instructions issued every effort was made to explain the scheme to them and to secure their co-operation. Firm action was taken, however, whenever any internee attempted to undermine the scheme or to abuse the concessions granted to him. There were few instances of this nature as the procedure specified worked particularly smoothly.

CHAPTER 21

INTERNEES - GENERAL ADMINISTRATIVE MATTERS

1. The following matters relating to internee administration can be appropriately dealt with under the heading of "General Administrative Matters".

MARRIAGES OF INTERNEES

2. It was not considered necessary to issue any comprehensive directions concerning marriages between interned persons. Commands concerned were requested to submit to Army HQ for consideration all applications by internees for permission to marry and where both parties were interned permission was invariably given for the marriage subject only to the following :-

(a) that both parties were legally eligible to marry, and

(b) that the consent of all interested parties had been obtained.

3. As marriages were sometimes effected between internees of different groups, viz local and overseas or different overseas groups, it was necessary, however, to bring to the notice of parties concerned the fact that there could be no guarantee that they would both be repatriated or deported together.

4. Marriages between interned persons and civilians not interned were not approved for security and other policy reasons.

5. After the solemnisation of marriages under local arrangements effected by Commands concerned, appropriate transfers were arranged to bring the parties together in family camps.

RECREATION (vide Regulation 26)

6. As indicated in Chapter 17 (PART I) of this report, facilities were given for representatives of bona-fide welfare organisations to visit camps under prescribed conditions. These organisations performed excellent service in the provision of recreational facilities for internees. Their general scope of activities covered recreational work, educational and social and religious services among the internees. There can be no doubt that by their efforts the mental outlook of the internees was maintained at a level which could not have been reached if the internees had spent their leisure time in enforced idleness.

7. Apart from these considerations there was also the constant need to provide the utmost facilities possible, commensurate with security, in order that British internees held by the enemy would not have any privilege withdrawn on the basis that their nationals were not receiving proper treatment in our hands.

8. Action was taken by the Directorate to ensure that each Command concerned in the administration of internees had at its disposal at camps adequate recreational facilities for internees and for garrison troops guarding them. For this reason various reports were obtained from Commands concerned relative to the services available and incorporating their suggestions regarding any improvements considered desirable. Where necessary, finance approval was sought for funds requested by Commands for the purchase of sporting materials. On the issue of appropriate authorities Commands were directed to retain, if practicable, at least 25% of the amount authorised for the purchase of necessary replacements or materials required at later stages.

9. The Army Amenities Service rendered valuable assistance in this work, particularly in regard to the requirements of depot troops. Films were provided for screening at camps by mobile units, and much useful assistance rendered to Camp Commandants by advice on the selection and provision of materials.

10. The internees generally showed great interest in their recreation. They made good use of sporting equipment supplied and arranged excellent concerts and plays, providing their own orchestras etc. Skittle alleys, tennis courts, football grounds and even golf courses prepared by them gave them every chance to spend their leisure hours to advantage.

11. As a further facility, authority was issued for the installment of medium wave wireless apparatus at camps, at the expense of the internees, subject to control of programmes from outside the compounds. Loud speakers in compounds were provided with cut-off switches which could be operated by the internees.

RELIGION

12. National Security (Internment Camps) Regulations provided that internees should be permitted complete freedom (subject to Regulations etc.) in the performance of their religious duties, including attendance at services of their faith in the camp. Internee Ministers of religion were allowed freely to administer to their co-religionists in the camp, vide Reg. 24.

13. As a general rule, AMF Chaplains at internment camps were provided on the scale of one for every 1000 internees. Their activities were supplemented by the use of internee ministers of religion, appropriate transfers between camps being arranged where necessary to permit of adequate facilities being available in all camps.

14. Very little friction occurred in relation to religion in the camps. Minor difficulties regarding special facilities for services under the Jewish faith were overcome without difficulty, a special approval being issued for supplies of appropriate spiritous liquor to be obtained and used in Jewish Easter festivities. Necessary arrangements were also made for the conduct of services in infirmaries where practicable and all possible action was taken to cope fully with the religious needs of all classes of internees.

15. It will be noted that in addition to the local religious facilities available at camps, Heads of Religious Denominations were permitted to visit internment camps, vide PART I Chapter 17.

PHOTOGRAPHS

16. Regulation 14 of National Security (Internment Camps) Regulations gave Camp Commandants authority to direct that internees should be photographed on arrival at internment camps and for necessary fingerprinting. Early finance authority was sought to cover the costs of photographing each internee for record purposes. These photographs were forwarded to the Prisoners of War Information Bureau for inclusion in its records.

17. For security reasons internees were prohibited under Internment Camp Order No 10 (para 8) from retaining in their possession any photographic apparatus. Strict observance of this order was enforced at all times.

18. General approval was given in 1941 for the Delegate in Australia of the International Red Cross to take photographs in internment camps subject to the following conditions :-

(a) that the scenes photographed were limited to those of a general nature, such as hospitals, huts, kitchens, sporting grounds, vegetable gardens, footwear, clothing etc.,

(b) that the undeveloped films exposed in or near camps were handed to the Group or Camp Commandant for transmission to Army Headquarters (for Military Intelligence) for development and release of approved negatives to the Delegate.

19. Representatives of the Department of Information were also authorised to take photographs at camps for record purposes only and subject in each case to Command approval. Press reporters and other photographers were not allowed to enter camps as it was not desired that stories and photographs should be published or circulated which would create wrong impressions and possibly cause unfortunate repercussions.

20. Further privileges were granted to the International Red Cross Delegate later, viz :-

(a) Photographs of individual internees could be taken for publication in the International Red Cross Review or for dispatch to the families of internees concerned but for no other purpose, provided that each internee to be photographed had first to signify this consent in writing to the Camp Commandant.

(b) Reproduction of any photographs taken could be sent through the International Red Cross to families of internees concerned.

(c) Negatives as well as prints could be despatched by the Delegate provided they were sent through the District Censor at Sydney and were accompanied by a signed certificate stating that the negatives were developed and approved by Army Headquarters.

23. On the basis of reciprocity, approval was also given for Army photographers to take photographs of groups of internees (excluding Japanese) for despatch to relatives abroad or for retention with the internees' effects pending release or transfer overseas. Provision was made in the instructions issued on this matter for internees to be fully and properly dressed and for photographs to be taken in a position which would ensure that no security fencing etc. appeared in the photographs. Each internee was entitled to purchase a maximum of four photographs of groups in which he appeared.

CHAPTER 22

INTERNEES - IMPORTANT EVENTS

1. Events of some degree of importance in internment camps in Australia would constitute enough material for a complete book of some considerable length. It is proposed to deal here with a few of the more important events and to mention action taken as a result. Reference to important movements of repatriates, to transfers overseas and other relatively important matters are referred to elsewhere in the report.

TUNNELLING AT LOVEDAY

2. In April 1942, following upon receipt of secret notes from certain internees, and as considerable movements of internees had been noted at night in the vicinity of two particular huts in Camp No.10 at the Loveday Internment Group in South Australia, searches led to the discovery of a tunnel prepared by the internees The occupants of this camp were Germans from Iran among whom it was known there were Nazi agents and sympathisers.

3. This tunnel was about 43 yards in length and extended to a point 16 feet outside the apron wire surrounding the camp and immediately under the sentries' beat. The entrance to the tunnel was below the floor of one of the huts and was covered by approximately one foot of sandy soil. The main portion was about 2'6" in diameter with an arched roof, finishing 6'5" below the surface. A cleverly constructed air-conditioning plant made of jam tins was fixed to the centre of the arched roof. Tunnelling was apparently effected by using a claw hammer and a garden trowel which were found in the tunnel. The soil was withdrawn in the drive by a small box hauled by ropes, and had been distributed among the gardens in the compound and used in the building of a mud hut. Permission had been given by the Camp Commandant for the building of this hut as a coffee stall and the mud for it was ostensibly taken from a pit dug in the rear of the building.

4. Internees were sullen during the search and destruction of the tunnel and one of them later admitted, on being questioned, that he had taken part in its preparation. He would not give the names of his helpers.

5. A Court of Inquiry convened to inquire into and report on this incident considered that all reasonable precautions were taken by guard personnel at the camp to prevent escapes and that no blame was attachable to the Commandant or any member of the guard personnel. The incident showed that searches of huts need to be thorough and that at short intervals the space under the floors should be given special attention.

MURDER OF INTERNEE

6. On 16 Nov 1942 internee FRANCESCO FANTIN was brutally killed in Internment Camp No.14A at Loveday, South Australia. This internee professed to be an anti-Fascist and was attacked by a Fascist GIOVANNI CASOTTI. The attacker had words with the deceased who sustained a fractured skull by receiving a blow on the back of the head when he was violently pushed or knocked down. At the Coronial Inquiry the Coroner found CASOTTI guilty of murder and was committed for trial at Adelaide. Civil authorities amended the charge against the accused to manslaughter.

7. The situation was exploited to some extent by Communists with a view to securing the release of many of their compatriots in the Loveday Group. Various letters by internees were circulated with the apparent intention of stirring up trouble and by this means it was learned that more valuable evidence might be made available at the trial if certain other internees were brought in. It was of course realised that such internees might represent themselves as unwilling to give evidence because they might be victimised later, and detectives investigating the case were asked to inform HQ Command if such a situation arose. Approval was given for the Command concerned to segregate and hold pending transfer elsewhere any internee who gave a statement containing useful evidence, who agreed to give evidence in public, and who expressed a desire to be transferred.

8. Internee CASOTTI was sentenced by the South Australian Court to two years' hard labour.

9. The above is a very brief statement which would tend to give the reader a feeling that the whole matter was one of no great importance to the Directorate. This was not so. The resultant correspondence, the need to ensure complete investigation of all sorts of documents received, and the necessity for proper collaboration with Security Service and the Civil Police called for a great deal of care and attention. Numerous letters on a Ministerial level concerning this killing and problems of segregation had to be carefully handled, and it was not until after the trial that the matter could be dropped.

GENERAL

10. Events of minor importance occurred from time to time including disturbances between occupants of adjoining compounds over political differences, individual hunger strikes and attempted escapes etc., these all required the attention of the Directorate to avoid the possibility of repercussions which might prove serious.

DISPOSAL OF INTERNEES.

1. The disposal of internees held in Australia was a complex problem, particularly in regard to those received from overseas and held on behalf of the United Kingdom and other Governments. For convenience, it is proposed to treat each group of internees separately.

SECTION A - OVERSEAS INTERNEES OTHER THAN JAPANESE

UNITED KINGDOM AND STRAITS SETTLEMENTS.

2. The terms of the agreement between the United Kingdom Government and the Government of the Commonwealth provided that internees were to be accepted only for internment in Australia, that any representations for their release were to be considered by the UK Authorities, and that if releases were authorised, the internees concerned would be returned to the United Kingdom for release. Early in 1941 advice was received from the United Kingdom Government that a Representative (Major J.D.Layton) would be sent to Australia in order to assist local authorities to :-

(a) Consider the cases of internees and to recommend which of them should be allowed to return to the United Kingdom, if they so desired.

(b) Make any necessary arrangements for the purpose of securing passages for the return of internees selected.

(c) Facilitate the emigration of internees who obtain visae authorising their emigration to other countries.

(d) Make necessary arrangements for the shipment of internees found suitable for enlistment in the Pioneer Corps of the British Army.

Major Layton arrived in Australia on 24 May 41.

2. Advices were received from the United Kingdom from time to time of internees whose emigration was approved subject to their obtaining visae, or whose return to the United Kingdom was approved either for release, enlistment in the Pioneer Corps, or for consideration of their cases. These advices were noted on cards maintained by the Directorate to facilitate action regarding eventual shipments. The internees were provided with copies of British White Paper, in which were stated the various categories under which they could apply for release. Their applications for release were forwarded to the Home Office and decisions made and conveyed to the Commonwealth Government were advised to internees by means of standard forms devised in consultation with Major Layton.

3. The Home Office Representative, with the assistance of welfare organisations, helped internees approved for emigration to obtain visae, and movements overseas of this class of internee commenced early in 1941 when one one internee was sent to Brazil. In June 1941 a first shipment to the United Kingdom was arranged, 139 internees being embarked on the "Largs Bay". Regular shipments to England were effected until November 1941 when shipping accommodation became more difficult to obtain. These shipments were resumed again in July 1942 and by January 1943 over 1100 internees had been returned, many of whom were enlisted in the Pioneer Corps of the British Army. As a result of enemy action, 47 internees lost their lives during transport to England.

4. A number of skilled workers were released from among United Kingdom internees under special authority to undertake work of national importance in Australia. Representatives of the Department of Labour and National Service (Later Manpower) were permitted to

visit camps to obtain details of the qualifications of internees and the Home Office Representative conveyed to the United Kingdom details of those required in industry to assist the war effort. On receipt of advice that no objection was raised to the release of specified persons, Ministerial approval for release was obtained through General Staff Intelligence and releases were then effected subject to definite restrictions with regard to movement, reporting at intervals to local authorities etc..

5. After Japan's entry into the war it became increasingly difficult to obtain shipping accommodation for internees, mainly because the United States Government would not permit aliens to travel through the Panama Canal. The Commonwealth Government agreed in Jan 1942 to adopt a more liberal policy towards those internees whose cases were deemed worthy of consideration, and gave approval for certain additional classes of releases in Australia :-

(a) Fit men of military age (18-60) if they volunteered for enlistment in Employment Units of the AMF, provided they did not possess technical knowledge or skill which could be better used in other capacities.

(b) Certain specialists and technicians for work of national importance, provided they were not used in any way to break down or lower Australian standards and conditions. (This was an extension of the limited policy adopted earlier and referred to in para 4 above).

(c) Minors under 18, to continue their education and studies, provided they had adequate means of support.

(d) Aged and infirm internees, provided they had adequate means of support.

This policy was further relaxed later to permit the release of approved internees for semi-skilled work, for work on the land, or as Priests and Rabbis. Certain intending transmigrants with their wives and/or children in the United States of America were also released to enable them to obtain visae.

6. A considerable number of United Kingdom and Straits Settlements internees took immediate advantage of the opportunity to enlist in Employment Units. The first party of nearly 300 ~~were~~ (was) released in January 1942 for fruit-picking pending their enlistment. A total of nearly 600 eventually took advantage of this scheme and the results are understood to have been eminently satisfactory. Quite a number of them have since taken up residence in Australia and are said to be proving good citizens.

7. The stage was reached in June 1945 when the United Kingdom Government was in a position to accept return of all remaining United Kingdom internees and arrangements were made through Q Branch (Movements) for the provision of suitable shipping. The party of 140 internees sailed early in July 1945 leaving in Australia only 3 mental cases and 3 T.B. cases. An Australian Liaison Officer was sent with the shipment to ensure proper treatment of the internees under Naval escort and to take responsibility for all property, impounded effects and currency. Two of the remaining internees were released in Australia and the balance (4) were transferred overseas for repatriation in December 1947. The majority of the internees from the Straits Settlements were released in Australia, the last remaining internee being repatriated in December 1947. ~~Statistics concerning the disposal of these two groups of internees are appended to this Chapter.~~

For the information of the reader, statistics concerning the disposal of these two groups of internees are appended to this Chapter, see page 25. It will be observed that a number of internees were transferred to prisoner of war status in accordance with Empire policy, vide Part II, Chapter I. page 104.

INTERNEES FROM PALESTINE & IRAN.

8. Early in 1944, consideration was given by War Cabinet to the question of the release of other overseas internees (except Japanese). The changed war situation as regards Italy made it appropriate at that stage to reconsider the cases of interned Italians who had remained in interment, since they could not be classed as "refugee" types. Further, it was thought that any authority should make provision for the release, in approved cases, of individual overseas internees who were neither Italians nor United Kingdom internees. An example of this class was an Aust~~rian~~ apprehended in Palestine. The following decision was reached;

"Overseas internees (other than Japanese) remaining in custody may be released at the Direction of the Minister for the Army where there is no individual security objection, and provided they will be placed in employment or otherwise suitably supported".

9. This was a far reaching decision as the terms of the agreement under which internees were received in Australia made no provision for any releases to be effected in the Commonwealth. To implement the decision it was necessary for a Board to be constituted to investigate internees' applications for release and to make appropriate recommendations. The Board, known as the "Overseas' Internees Investigation Board " consisted of a Judge (Mr Justice Hutchins) the Home Office Representative , a representative of Security Service and an Army Representative.

10. Commands holding these groups of internees were asked to ascertain the names of those who desired to be released in Australia for enlistment in Employment Units, for service with the Civil Aliens Corps, or if medically unfit, for employment as directed by Manpower authorities. These names were classed in groups to show clearly those whose releases were considered to be a danger to security and those who should be permitted to appear before the Board.

11. The Board visited camps for the purpose of examining documentary evidence and to interrogate internees when necessary. Recommendations made after such investigations fell into the following categories :-

(a) Those recommended unconditionally for release,

(b) Those recommended for release with the option of repatriation, such option to be exercised within 12 months of release,

(c) Those recommended for release pending repatriation,

(d) Those recommended for release under supervision.

12. A large number of releases in Australia were effected as a result of the work of this Board. Considerable difficulty arose over grouping of internees as many desired to reverse their decisions concerning repatriation on becoming acquainted with details of schemes for their release, and it was necessary to hold conferences with Security Service to ensure proper classifications. Of the large number released some were later repatriated with internee being transferred overseas but although the Directorate assisted in these movements, the investigation of individual cases and the making of decisions for transfer were matters for action by the Director-General of Security and it is not proposed to give details in this report.

13. A number of Palestinian and Iranian internees were repatriated to countries of origin under specific arrangements with controlling authorities and a group of 26 Palestinian internees who had been recommended for repatriation by the Mixed Medical Commission (vide Chapter 3) was also sent overseas in July 1943. 3 Iranian

internees (members of a family) were returned to Iran to rejoin relatives there,

14. Movements overseas of these two groups of internees were restricted during hostilities on security grounds as among them were known Nazi agents whose presence near the war zone may have resulted in extensive underground activity, etc. However, at the 30th September, 1950, all Iranian and Palestinian internees had been repatriated with the exception of three Palestinians who were inmates of the Mental Institution at Sunbury, Victoria, and whose next of kin have been unconditionally released in Australia. The United Kingdom continued to bear the cost of maintenance of these three internees up to 31st March, 1952. The Department of Immigration advised that it had no objection to the formal release from internment of these internees provided that financial responsibility was decided upon and also, in the event of any decision to discharge them as cured, that Department to be advised beforehand. In 1953 authority was given for the Commonwealth to accept liability for maintenance. Statistics concerning the disposal of these two groups of internees are appended to this Chapter. (See pages 98 and 99.)

INTERNEES FROM NEW CALEDONIA (OTHER THAN JAPANESE)

15. Internees from New Caledonia, excluding Japanese, numbered 15, viz :-

8 Vichy French adherants
1 German
1 Czech
5 Italians

16. The Vichy French internees, under the arrangements made for release of overseas internees and referred to in para 8, were released in Australia for suitable employment. The German and the Czech internees were also released in Australia under this scheme. Of the 5 Italians received in Australia 4 were erleased for a similar purpose and the other one was repatriated to Germany as a deportee towards the end of 1947.

FOREIGN LEGION INTERNEES.

17. All of the German deserters from the Foreign Legion were released in Australia after investigation by the Overseas Internees' Investigation Board, one being enlisted in the Civil Aliens' Corps.

MIDDLE EAST INTERNEES.

18. Of the 18 internees from the Middle East, 13 were released in Australia on the recommendation of the Board, 4 were repatriated and one was transferred to prisoner of war status as a merchant seaman.

INDONESIAN INTERNEES FROM NEW GUINEA.

19. Immediately after arrival of this group of internees in Australia, the Chief Commissioner of the Netherlands East Indies commission for Australia advised that owing to an error on the part of the Dutch liaison officer accompanying the internees from Tanah Merah to Thursday Island, nine persons had been interned in error. This figure was later altered to twelve. The question of releases was referred to the Director-General of Security who agreed that any proposals by the Dutch authorities for their employment should be submitted by them direct to Security Service. The twelve internees referred to were released under this arrangement.

20. It was apparent that the ~~death~~ health of these internees was not good. Shortly after their arrival 60 were in hospital at Cowra and 2 had died from pneumonia. For this reason consideration of their early release for employment was the subject of early discussions. Provision was made at their camp for special heating appliances and increased rations and an officer from the Directorate visited Cowra with the N.E.I. Commissioner to examine existing problems.

21. Proposals were then put forward for the release of about 200 unmarried men for employment with the 36 Employment Company in Queensland and for the employment of remaining male internees ~~to be employed~~ in agriculture . Medical examination showed that all of the 200 proposed to be enlisted were not fit. 161 Indonesians were transferred to Wallangarra (Queensland) under this arrangement, on 7 Dec 43.

22. Following upon these releases, the Director-General of Security authorised the releases of all remaining Indonesian Internees except about 20 criminals held at the Liverpool Internment Camp, NSW, in order that the NEI Commission could make arrangements to accommodate them as evacuees. These internees were released after some delay pending arrangements for their accommodation.

23. At a later stage 55 Indonesians were re-interned following disturbances at Wallangarra and efforts were made to have these and the few remaining criminals transferred to New Guinea on the motor ship "Thedens". It was found practicable to embark the remaining criminal types (13) in April 1945, and these were handed over to the Dutch on embarkation. Those left at Gaythorne Camp, Queensland, (55) were handed over to Immigration Authorities ~~for disposal~~ in February 1946 for eventual repatriation.

INTERNEES FROM SOLOMON ISLANDS

24. The release of this small group of internees (a family of 5) in Australia was approved in September 1945 for the purpose of arranging their repatriation. It is understood that their transfer overseas was later effected.

SECTION B - LOCAL INTERNEES (OTHER THAN JAPANESE)

25. Local internments during hostilities (other than Japanese) were :-

Italians	4754
Germans	2013
Chinese	232
Portuguese	39
Javanese	702 x
Sundry	40
	7,780

x These Javanese refused to go to sea on vessels on which they had been serving and were interned for a period under Regulation 14A of National Security (Aliens Control) Regulations.

RELEASES BY SECURITY SERVICE

26. Local internees were held by Army as custodians only, Security Service being responsible for internments and releases, vide Chapter 6. The Service was responsible (under the Attorney-General) for the setting up of Advisory Committees and Alien's Tribunals and for the issue of release orders in respect of internees whose appeals were upheld by the Tribunals. Accordingly, it is not appropriate to deal in detail in this report with the machinery of appeals and releases. The general policy adopted in considering release was to approve the release for employment with the Allied Work's Council, the Civil Alien's Corps or for other suitable employment, of any

internees who were found after thorough investigation to possess anti-Axis sympathies or who were considered no security risk. This policy was of course broadened to suit the changing state of the war and the Director-General of Security approved also releases of aged and infirm internees under certain circumstances, vide Part III Chapter 6 (para 4).

27. To assist Deputy Directors of Security, reports on the conduct of internees and their associations during internment were prepared by Intelligence personnel at camps and signed by Camp Commandants, for use by Advisory Committees and Aliens Tribunals. With the information already available to Security Service, upon which internment was ordered, internee's appeals could be disposed of without delay. Transfers of internees for the hearing of appeals were arranged by the Directorate in close liaison with Security Service.

28. Commands were authorised to effect releases of local internees on presentation of release orders from Security Service. Complete statistics are not available concerning the reasons for releases effected by that Service but it is known that at least 900 local Italian internees and 150 Germans employed were in the Civil Alien's Corps and the Allied Works Council and that of the balance of the total releases in Australia of nearly 7000 local internees, the majority were drafted to employment under Manpower direction.

SPECIAL INQUIRY

29. In 1945, with a view to determining which local internees should be deported from the Commonwealth, a special Inquiry Board was established, presided over by Mr Justice Simpson. This Board was to determine, inter-alia, internees who should be released pending deportation and those who should be deported direct from their camps. The Board recommended a large number of releases and assisted greatly in clearing camps to enable final repatriation. It is not proposed to deal in detail with procedure adopted by the Board as this was outside Directorate functions.

JAVANESE ~~SUNDRY RELEASES~~

30. It is recorded as a matter of interest that the Javanese held as local internees were released in most cases for work in Employment Units.

MOVEMENTS OVERSEAS

31. The transfer overseas of local internees was confined to the movement of a small number (18) of Germans to the Middle East in July 1943, as a preliminary to their repatriation, and the later transfers of some who had previously been released but were to be deported, vide para 32. The party transferred to the Middle East consisted of internees recommended for repatriation by the Mixed Medical Commission(vide Chapter -), and members of their families. They were embarked with a small number of German PW for repatriation as Mixed Medical cases or surplus protected personnel. Details of the arrangements leading up to this transfer are given in Chapter [illegible].

32. A number of ex-internees were returned to their countries of origin in accordance with instructions received from the Department of Immigration. Army accepted for concentration, where necessary, ex-internees for transfer overseas and members of their families to be transferred with them. Main parties were embarked on the "CRONTES" in January 1947 and the "GENERAL HEINTZELMAN" in December 1947. No local internees were deported direct from camps as a decision was reached, following on recommendations made by Mr Justice Simpson's Board, to release all those awaiting deportation pending the obtaining of necessary shipping.

33. The above summary is a very brief one and does not give any indication of the amount of work involved in arranging and co-ordinating transfers overseas. Conferences were held with the Department of Immigration and Security Service to evolve procedure for the proper

handling of parties which included released personnel and considerable work and effort was necessary to make effective arrangements for movements involving these people.

SUMMARY

34. A rough summary of the disposal of local internees (other than Japanese) is given hereunder :-

Released in Australia	
By Security Service and special Board	7,711
Sent Overseas	
Mixed Medical cases	18 *
Died during internment	51
~~Escapees at large~~	~~6~~
	7,780

* These internees were accompanied by 16 members of their families.

SECTION C - JAPANESE INTERNEES

35. The total number of Japanese held in Australia was as follows :-

Local Internees	1141	
Internees from		
New Caledonia	1124	
New Hebrides	34	
Netherlands East Indies	1949	
Solomon Islands	3	
New Zealand	50	*
	4,301	

* Received from New Zealand pending inclusion in second proposed exchange.

36. Disposal of these internees was effected by means of an exchange, vide paras 37 to 48, by transfers to PW status, by releases in Australia and by the general repatriation of those remaining. Each of these aspects will be dealt with separately.

FIRST JAPANESE EXCHANGE

37. In February 1942 the Secretary of State for Dominion Affairs, London, advised that the Swiss Legation had forwarded a lengthy document containing an outline of proposals for the reciprocal exchange of Japanese and British subjects. The proposals contemplate agreement between the United Kingdom and Dominion Governments on the one side and the Japanese Government on the other, for the exchange of the following suggested groups :-

(a) All members (including supernumeraries and employees) of Embassies, Legations and Consulates, as well as officials and those of similar status.

(b) Non-permanent residents, and

(c) Women and children among permanent residents, who wished to be repatriated.

It was suggested that the exchange should be without limit-

ations as to numbers and without enquiry into the possible value of those persons concerned to the war effort. Initially, the proposed place of exchange was Lourenco Marques.

38. The United Kingdom authorities suggested in reply that the agreement should cover British nationals in Thailand and Indo-China, and Consular Officials and their families and staffs in the Philippines. A further proposal was made that in addition to the suggested categories for inclusion, all other classes who desired repatriation should also be given the opportunity for transfer to their places of origin.

39. In giving consideration to this general proposal, it was apparent in Australia that any scheme which did not include all Japanese occupied territory, including Malaya and Timor, would not operate to our advantage, and it was therefore suggested by cablegram that those territories should be included. A request was made also for the inclusion in the evacuation arrangements of officials BOWDEN and ROSS from Singapore and Timor respectively. This question had been given some consideration in the United Kingdom, having regard to the large number of Colonial officials by the Japanese in Hong Kong, Malaya and North Borneo, but it was considered that any attempt to include those places would be resisted by the Japanese and would probably wreck, or certainly delay, conclusion of the scheme. The proposal had not been ~~therefore~~ put to the Japanese but realising the position of Dominion officials, the United Kingdom made a specific request to the Japanese for the inclusion of Messres BOWDEN and ROSS.

40. On the suggestion of the Japanese, it was then agreed that each adult repatriate should be allowed to take with him the sum of 1000 yen or its equivalent for use on the voyage.

41. The Japanese refused to accept the request for inclusion of the two officials named by Australia, justifying their refusal on the grounds that the exchange of officials from Malaya and Timor was not contemplated in original negotiations. Further strong representations met with similar refusals and it was finally agreed to withdraw objections to the exclusion of these men as it was feared that exchange negotiations might be seriously jeopardised. Similarly, Australia's early objections to the inclusion of Japanese from New Caledonia had to be withdrawn under pressure.

42. A suggestion by the United Kingdom that exchange vessels should be used to convey essential supplies of food and clothing for the relief of British and Allied nationals held by the Japanese was concurred in and action was thereupon taken to co-ordinate arrangements by the Red Cross for provision of necessary supplies.

43. Prolonged negotiations then ensued for the proper marking of protected ships to be used in the exchange and final agreement was reached in this aspect.

44. Lists from the Japanese of their nationals who should be included in the exchange were carefully checked and by this means about 660 persons were identified, a further small number being considered identifiable. These latter were proposed to be included subject to the approval of the local Swiss Consul in Melbourne. Some internees named were unwilling to travel or too ill but the total number was not greatly reduced. As there were approximately 870 places available on the vessel it was necessary to prepare a supplementary list with the assistance of the Consular Representative. Internees were included in these lists on humanitarian grounds. The Swiss Consul signed these lists and thus the Australian Military authorities were authorised to embark all repatriates.

45. Final embarkations on the "City of Canterbury" at Melbourne on 18th August 1942 were :-

Group (a) Japanese officials	34
Group (b) Japanese internees (636 males, 91 females 106 children)	833

46. With these Japanese, a guard of 77 Australian Military personnel were embarked. The exchange was effected at Lourenco Marques and a party of Australian, British and Allied nationals returned to Australia as follows :-

7	Australian diplomatic persons
23	" non-officials
71	British nationals
9	Dutch nationals
5	Other Allies

47. General problems arose regarding accommodation on vessels for these persons, the return of guard personnel and other attendant matters. It is not proper to deal with those in this report.

48. It should be realised that the above resume is a very brief summary of the exchange story. The prolonged exchange of cablegrams on policy matters , the political aspects, and the need to ensure proper security constituted a task of considerable magnitude for the Directorate and no effort was spared to maintain a high level of efficiency through constant attention to detail. In this the Directorate was fortunate in having at its disposal Major H.S.Williams whose knowledge of Japanese psychology was a great asset.

SECOND JAPANESE EXCHANGE

49. Although this proposed exchange did not take place owing to the cessation of hostilities with Japan, it is of interest to record the negotiations in brief as the Directorate was involved in these for a long period.

50. The United Kingdom authorities advised in September 1942, immediately after the conclusion of the first exchange, that they were anxious to secure repatriation of British and Allied nationals from all areas occupied by the Japanese, but that they felt ~~that~~ the most satisfactory procedure would be to have a series of agreements, each covering one pair of exchange vessels. They suggested a further exchange in the near future at Lourenco Marques, and that the same areas should be included with the addition of Hong Kong, both parties being authorised to select personnel.

51. This proposal was concurred with in principle, but it was pointed out in the reply that the first exchange was overwhelmingly in favour of Japan so far as Australia was concerned and that in operation it worked most detrimentally to Australian nationals. Assurance was requested that Australian civilians from Japan, Manchukuo, China, Thailand, French-Indo-China, Malaya, Netherlands East Indies and the Philippines would be included, as well as about 120 Australian officials and 350 non-officials from New Guinea, Nauru and other Pacific Islands The two officials BOWDEN and ROSS were again asked for.

52. Prolonged interchange of cablegrams on this matter proved unsatisfactory to Australia as it was apparent that the United Kingdom Government felt obliged to facilitate an early exchange and did not wish to impose conditions which might prevent or delay it. The Japanese later advised also that no officials from Pacific Islands had been transferred to areas covered by the proposed exchange.

53. The greater problem arose, however, over the inclusion in the exchange of about 320 Japanese Merchant Seamen who had been transferred to prisoner of war status in accordance with Empire policy Strong objection to their inclusion was concurred in by General MacArthur, as it was found on examination of the lists furnished by the Japanese that only 14 of these were of little or no value to the Japanese war effort. The majority had an excellent knowledge of northern Australian waters, many having operated as divers.

54. Strong pressure was brought to bear on Australia to include these men in order to allow the exchange to proceed and to facilitate the despatch of relief supplies and in July 1944 final agreement was reluctantly given after consideration by War Cabinet and further reference to the Commander-in -Chief in the Pacific.

55. Difficulties experienced by the Japanese in obtaining shipping delayed the proposed transfer and with the close of hostilities the scheme lapsed in favour of general repatriation arrangements.

TRANSFER TO PW STATUS

56. In accordance with Empire policy, 534 Japanese internees were transferred to PW status in 1942, being classified as Merchant Seamen. This transfer is dealt with fully in Chapter 7 .

RELEASES IN AUSTRALIA

57. The general policy was not to release Japanese internees in Australia. This policy was applied to both overseas Japanese and local Japanese, as it was considered that they would be security risk if released in the Commonwealth. Few exceptions were made and the result was that up to the time of general repatriation only a very small number had been released from camps, and even though some internees had died during internment (over 100) and 833 had been transferred overseas in the exchange with Japan, there were still almost 2800 internees to be disposed of .

58. The arrangements under which shipping was supplied to enable general repatriation of Japanese PW and internees are dealt with fully in Chapter [illegible] . of this report. Necessary shipping was made available in February 1946 and in anticipation of this protracted negotiations had been completed with the Departments of External Affairs and Immigration to determine categories of Japanese who should be withheld from shipment to enable consideration of releas in Australia.

59. It will be appreciated that many local Japanese internees had property in Australia and other ties which might make it reasonable that they should be permitted to remain. A final decision was reached that the following classes should be withheld from repatriation:-

(a) Australian born Japanese

(b) Japanese married to Australian (or British) born wives or husbands

(c) Any medically certified as unfit to travel.

60. The numbers withheld under these categories were 141 locals and 12 overseas Japanese, a total of 153. On examination of these internees the special Investigation Boards under Mr Justice Hutchens (overseas internees) and Mr Justice Simpson (local internees) recommended that the majority should be released in Australia but that 1 overseas internee and 17 locals should be deported to Japan.

TRANSFERS OVERSEAS

61. Transfers of Japanese to overseas destinations were effected as follows :-

Date	Vessel	Number	Remarks
Feb 1946	Koei Maru	2164	General repatriation (Yoizuki used for Formosans and Koreans, vide Chapter 23 .)
Mar 1946	Yoizuki	439	

Date	Vessel	Number	Remarks
Jan 1947	Kanimbla	15	Deportees
Jan 1948	Malaita	10	Transferred to New Guinea for release at request of Department of Immigration. One released, one died and remaining 8 deported to Japan at the request of Administrator who would not concur in their release in the Territory.
Feb 1948	Unknown	1	Deportee.

DISPOSAL OF SICK

61. Arrangements were made, during the later period of administration of internees, for a small number of Japanese unfit for movement overseas to be released to the care of suitable institutions in Australia.

STATISTICS

DISPOSAL OF OVERSEAS INTERNEES

A - UNITED KINGDOM INTERNEES

Number received in Australia s.s. "DUNEERA"			2542
Less :			
Deaths		14	
Transfers of merchant seamen to PW status		103	
Releases in Australia			
For enlistment	559		
To work or reside	379		
To study (youths)	2	940	
Sent Overseas			
To United Kindom	1333		
To other countries	149		
Repatriated to countries of origin	3	1485	2542
Remaining in Internment			Nil

B - STRAITS SETTLEMENTS INTERNEES

Number received in Australia			272
Births			15
			287
Less :			
Deaths		3	
Transfers to PW status		4	
Releases in Australia			
For enlistment	87		
To work or reside	179		
To study	6	272	
Sent overseas			
To various countries	5		
Repatriated	3	8	287
Remaining in Internment			Nil

C- PALESTINE INTERNEES

Number receive in Australia			834
Births			53
			887
Less :			
Deaths		12	
Transferred to PW status		39	
Releases in Australia			
To work and/or reside	709		
To study (other than children)	10	719	
Sent overseas			
To various countries	16		
Repatriated to countries of origin	98	114	884

PALESTINE INTERNEES Contd-

Number remaining in internment pending release (NOTE- Release from internment 19 Nov. -47.)	3

D - IRAN INTERNEES

Number received in Australia			494
Births			2
			496
Less :			
Deaths		9	
Transferred to PW status		49	
Releases in Australia			
To work/or reside		372	
Sent overseas			
To various countries	8		
Repatriated to countries of origin	58	66	496
~~Number remaining pending transfer overseas~~			~~5~~